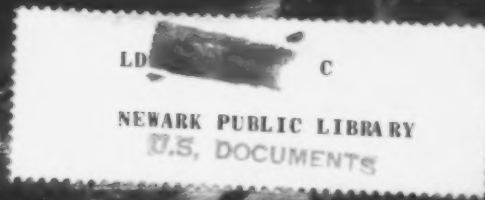


Drug Enforcement

March 1980



Marihuana Under The Microscope

DRUG ENFORCEMENT ADMINISTRATION

UNITED STATES DEPARTMENT OF JUSTICE

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Message from the Administrator

In these pages we take a close-up look at a problem so widespread that there are those who would argue it is not a problem at all.

The marihuana issue has been debated in this country for years as if the health consequences would one day be decided by a process of free elections.

It is a sign of the times that the most prominent private interest group for the legalization of marihuana is marching under the banner of normality. The use of marihuana, it claims, is now a custom of the country, and there is little we can do about it. And we who enforce the laws are accused of being members of a counter-culture, against freedom of mind and natural organic growth.

Needless to say, that is not a fact, nor is it even the issue. Law enforcement often has the difficult job of enforcing drug laws that have less than full support because of a lack of understandable evidence as to the danger of the drug in question. The evidence now, however, with respect to marihuana is clear and unequivocal. There is no longer a lack of evidence. There is a lack of communication.

This issue of **Drug Enforcement** presents the views of ranking officials of the U.S. Government and private health, research and treatment organizations on the health hazards of marihuana.

Communication, of course, is not merely a matter of standing on a public platform. As actions speak louder than words, so the extraordinary leniency of our courts in handing down light sentences and token bail restrictions to traffickers is far more expressive, and persuasive, than anything we might say to the contrary. The mushroom rise of the "head shop" is the medium of a message that the community condones drug abuse. This message is now being challenged by city and county councils which are enacting bans on drug paraphernalia.

That is the real issue: the community's need for self-imposed restraint. And there is a great deal we can do about it, because it is from the community it serves that law enforcement derives its strength.



Administrator Peter B. Bensinger



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If we have learned anything new about drug abuse in the 1970's, it is that drug abuse knows no geographical bounds or particular favoritism toward one social group or another. Drug abuse is indeed a global problem and one which we can ill afford to ignore. It is a problem which will unfortunately follow us into the next decade. The continued abuse of drugs in American society is a source of great concern to the President, the Administration, and to all of us. No one involved in drug law enforcement or drug abuse prevention will refuse to acknowledge the seriousness and extent of the drug problem in our society. But, I think we can use this pivotal period before what promises to be a challenging decade to point with pride to our accomplishments, to renew our commitment to solving the problem, and to meet what I believe will be the challenge of the 1980's.

During the past three years, we have all played a significant role in reducing drug abuse in the United States and hence improving the quality of life for many Americans. To enhance the federal drug law enforcement efforts, President Carter has signed into law a number of pieces of legislation, among which are the Customs Procedural Reform and Simplification Act of 1978; the Psychotropic Substances Act of 1978; and the Federal Magistrate Act of 1979. All of these laws will provide federal law enforcement officers and prosecutors with the tools needed to bring a halt to drug trafficking and other related criminal activities.

In addition to legislative initiatives, we have seen in the past three years a significant decline in the number of heroin users in the United States, from 560,000 in 1975 to 380,000 in 1978. The success of

our efforts stems in large part from our cooperation with the Mexican Government, all of which has brought about a 20 percent decline in the amount of Mexican heroin available in the United States. The number of overdose deaths and heroin-related injuries in this country has dropped considerably. While applause for these accomplishments is indeed in order, the heroin problem is regrettably endemic to the civilized world and must be continually monitored even when we see some glimmers of hope.

Besides these very tangible accomplishments, we have all played a role in bringing about a greater emphasis on financial investigations of the major drug traffickers. This means of thwarting the organized and financially independent drug trafficker holds the greatest promise for the coming decade. We have also seen more active and more effective cooperation among federal, state and local law enforcement officers in working together to bring all law enforcement attention to this serious problem.

These are but a few of the achievements we have seen in the past three years. And yet, the challenge for the 80's lies not just in law enforcement accomplishments alone or in health achievements alone; it steps beyond these efforts to focus on the realm of public morality.

If we are to reduce drug abuse and trafficking in the United States, we must change the current social atmosphere which so casually accepts and even glamorizes drug abuse. President Carter, myself and other members of the Administration are very concerned about the growing social acceptance of drug use in our country. We have

Prospect of the 1980's: Challenge and Response

Lee I. Dogoloff

Associate Director for Drug Policy
The White House

seen a very disturbing trend to glamorize the use of such drugs as marihuana and cocaine and to lull the general public into a false belief that these drugs are harmless. Perhaps, even worse, the use of drugs may have become even a fashionable pastime. This permissive attitude poses particular difficulties for law enforcement officials who must enforce the laws. The waning public support is not only evident in the growing acceptance of the use of such drugs as marihuana and cocaine, but is sometimes also expressed in far too lenient sentences for persons who are trafficking in drugs such as PCP, or cocaine and marihuana.

The widespread availability of drug paraphernalia is symptomatic of this growing social acceptance. If we are to turn this perception around, I can think of no finer place to start than on the corner streets, the head shops and record stores which entice our youth with drug paraphernalia. While we have taken several steps to encourage states to ban the sale of drug paraphernalia, we are not so naive as to think that by banning drug paraphernalia we will solve the drug abuse problems facing the United States today. It is important, however, that we do everything possible to refute the social acceptance message which displays of drug paraphernalia give to our children and to remove the glamour from an activity which can and does destroy the lives of many people every year. Drug abuse is not a game, it is not something to be smiled at or laughed about, it is not something to be made attractive and to be accepted.

The adolescent is perhaps the most vulnerable individual to confront this growing social acceptance of drug use in our nation. Statistics can give us only an impersonal understanding of the adolescent drug abuse problem. But for each of the 14,000 emergency room visits and 260 deaths last year associated with PCP alone, there are thousands of mothers, fathers, relatives, and friends who have been affected by this growing problem. The same holds true for 10,000 emergency room visits last year related to marihuana and involving primarily adolescents. The problem is even further compounded by the distress and confusion aroused by extensive marihuana smoking in many of our schools today. The latest survey shows that one in nine American high school seniors smokes marihuana daily. Students attending local high schools in a small city in Illinois estimate that at least 50 percent of their classmates smoke marihuana regularly. In some communities, the teen-agers who have not tried mari-

huana may be in the minority. If the present adolescent drug abuse trends continue, I am afraid we may soon experience an alarming number of emotionally, intellectually, and socially handicapped young people as a direct result of their drug use.

This will be our challenge for the 1980's—to reverse the trend of increasing social acceptance of drug abuse. I think that a strong movement has already begun in this country and throughout the world to begin to reverse the trend of increasing drug abuse and drug use, particularly among adolescents. The most encouraging sign of all continues to be parents and citizens, who become involved in their community and who stand as the best possible solution to the problem of adolescent drug abuse. My years of government service have convinced me that Government, with all its good intentions, can never duplicate community efforts nor inspire the same kind of commitment that is generated by people coming together on their home turf to solve a common problem. Over the past year, I have learned of numerous parent groups springing up across the country—in places like Naples, Florida; Whitefish Bay, Wisconsin; Amherst, Massachusetts; and Atlanta, Georgia; just to name a few. Parents are coming together out of concern for their children's use of marihuana and other drugs—and these parents are taking a stand. To the degree that we are successful in doing this, we will be able to prevent many of these youngsters from evolving into more committed drug users, as young adults who become involved in destructive behavior and criminality.

How do we change the climate for our adolescents? By working in our own back yard—our own local communities. I, therefore, call upon each of you to take 40 hours out of your life during the next 12 months to motivate parents and work together with them and other members of your local community to change the course of the adolescent drug abuse problem in our country today.

The President has asked me to convey to you his firm conviction that this challenge will, once met, resolve one of the world's most serious problems. It is with his sincere appreciation for all you have done to reduce drug abuse in the United States that he looks to you for a renewed commitment to meet this challenge of the 1980's.

We are very concerned about the health hazards of marihuana use. These hazards are described in the Seventh Annual Marihuana Report to the Congress from the Secretary of Health, Education, and Welfare (HEW), which was released on April 18, 1979. This report summarized recent research on the medical and social effects of marihuana use and pointed out the dramatic increase in marihuana smoking among teen-agers and adolescents.

A need remained, however, for a comprehensive review of marihuana research efforts that would identify the most urgently needed and promising lines of inquiry upon which future decisionmaking in this area could be based. Therefore, Secretary Califano announced that the Department of HEW will undertake a comprehensive review of the existing scientific evidence on marihuana. This review will encompass research into the physiological effects of chronic marihuana use as well as behavioral research on use-related problems, such as intervention strategies to help adolescents resist peer pressure, evaluate evidence, and assess risks.

Responsibility for seeing that this review is conducted has been assigned to the National Institutes of Health (NIH). An independent scientific group will implement this review and is expected to produce a report within 12 months.

Since 1967 the Federal Government has spent approximately \$35 million on marihuana research to support over a thousand research projects. This research effort continues. For example, this fiscal year, FY 1979, the National Institute on Drug Abuse (NIDA) will support approximately a hundred research studies totaling \$3.8 million. NIDA-supported research includes investigations into the effects of marihuana on the heart and lungs, on psychological, social, and physical develop-

ment, and on pregnancy, as well as research into possible medical use, including the treatment of glaucoma.

Mr. Chairman, presently available evidence clearly indicates that marihuana is not a "safe" substance. While I will not attempt this morning to review all of the scientific findings described in the Marihuana and Health Report, I would like to briefly indicate to the Committee what the hazards of marihuana use are for adolescents and to various organs and systems of the human body.

Acute Intoxication Impairs Learning, Memory and Intellectual Performance

Virtually all of the many studies which have been done of performance while "high" converge toward the conclusion that marihuana interferes with immediate memory and intellectual performance in ways that impair thinking, reading comprehension, and verbal and arithmetic problem solving. Less familiar, more difficult tasks are interfered with more than well-learned performance, and the effect depends on the amount used and the tolerance for the effect.

Marihuana Intoxication Impairs Driving and Other Skilled Performance

Evidence strongly suggests that being "high" interferes with driving, flying, and other complex psychomotor performance at usual levels of social usage.

Despite their commonly expressed belief that their driving skills are impaired by cannabis intoxication, there is reason for believing that more marihuana users drive today while "high" than was true in the past. As use becomes increasingly

Health Consequences of Marihuana Use

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Director
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*Excerpts from testimony before the Select Committee on Narcotics Abuse
and Control, U.S. House of Representatives, July 19, 1979.*

common and socially acceptable, and as the risk of arrest for simple possession decreases, still more people are likely to risk driving while "high." In limited surveys, from 60 percent to 80 percent of marihuana users questioned indicated that they sometimes drive while high. Marihuana use in combination with alcohol is also quite common, and the risk of the two drugs used in combination may well be greater than that posed by either alone.

A study reported in 1976 of drivers involved in fatal accidents in the greater Boston area was conducted by the Boston University Accident Team. They found that marihuana smokers were overrepresented in fatal highway accidents as compared to a control group of nonsmokers of similar age and sex.

While there have been no recent studies, research thus far indicates that even experienced pilots undergo marked deterioration in performance under flight simulator test conditions while "high." Thus, flying an aircraft while marihuana-intoxicated should be considered dangerous.

A continuing danger common to both driving and flying is that some of the perceptual or other performance decrements resulting from marihuana use may persist for some time, possibly several hours, beyond the period of subjective intoxication. Under such circumstances, the individual may attempt to fly or drive without realizing that his or her ability to do so is still impaired although he or she no longer feels "high."

Effects on the Heart

Acute effects of marihuana use on heart function in healthy young male volunteers have been viewed as benign. However, the increased heart rate produced and evidence that chest pain associated with poor circulation to the heart muscle occurs more rapidly with marihuana use than with cigarette smoking have led to a consensus that those with heart conditions, or at high risk, should not use marihuana.

Effects on Lung Functioning

Since, like tobacco, marihuana is usually smoked and typically deeply inhaled, adverse pulmonary effects may be expected. Based on both clinical observation and laboratory measurement, marihuana shows evidence of interfering with lung function and producing bronchial irritation in

habitual users. One study has found that smoking four or more "joints" per week decreases vital capacity—the amount of air the lungs can move following a deep breath—as much as smoking nearly a pack of cigarettes a day. This comparison, while widely quoted, needs confirmation by independent studies. As yet there is no direct clinical evidence that marihuana smoking causes lung cancer. It has been reported that marihuana smoke contains more carcinogens than tobacco, that in animal testing the smoke residuals produce skin tumors, and there is laboratory evidence that human lung tissue exposed in the test tube to marihuana smoke shows more cellular changes than when exposed to similar amounts of standard tobacco smoke. Very heavy marihuana smoking by healthy young male subjects under controlled experimental conditions has been demonstrated to cause mild but statistically significant airway obstruction. Under conditions of ready availability, there is also evidence that the number of marihuana cigarettes consumed (up to ten "joints" daily) may approach that of tobacco cigarettes.

From the total body of clinical and experimental evidence accumulated to date, it appears highly likely that daily use of marihuana may lead to lung damage similar to that resulting from heavy cigarette smoking. Since marihuana smokers often smoke both tobacco and marihuana, the effects of the combination require additional study.

Effects on the Immune System

Research findings are divided as to whether marihuana use adversely affects the body's natural defenses against infection and disease. Of the studies reviewed, the majority have shown that such an alteration occurs. Whether or not such changes, when they are found, have practical implications for users is not known at this time.

Brain Damage Research

A British research report, which originally appeared in 1971, attributed brain atrophy to cannabis use in a group of young male users. It continues to be widely cited, particularly in the mass media. In the original study, 10 patients, with histories of from 3 to 11 years of marihuana use, were examined by a neurological technique (air encephalography) used to detect gross brain changes. The authors concluded that their findings suggested that regular use of cannabis may produce brain atrophy. This research was faulted on several

grounds. All the patients had used other drugs, making the causal connection with marihuana use questionable; and the appropriateness of the comparison group and diagnostic technique was questionable.

Two studies were subsequently conducted in Missouri and Massachusetts. They examined two samples of young men with histories of heavy cannabis smoking using computerized transaxial tomography (CTT), a brain scanning technique for visualizing the anatomy of the brain. In both studies, the resulting brain scans were read by experienced neuroradiologists, independent of the drug histories. In neither was there any evidence of cerebral atrophy. Several additional points should, however, be stressed. Neither study rules out the possibility that more subtle and lasting changes of brain function may occur as a result of heavy and continued marihuana smoking. It is entirely possible to have impairment of brain function from toxic or other causes that is not apparent on gross examination of the brain in the living organism. One researcher has used electrodes implanted deep within the brains of monkeys instead of more conventional scalp recording techniques to record brain electrical activity changes related to marihuana use. He has found persistent changes related to chronic use. This same investigator has reported that rhesus monkeys trained to smoke a joint of marihuana five days per week for six months show persistent microscopic changes in brain cellular structure following this treatment. While both these experiments demonstrate the possibility that more subtle changes in brain functioning or structure may occur as a result of marihuana smoking, at least in animals, the implications of these changes for subsequent human or animal behavior are at present unknown. Other studies, using more conventional EEG techniques to measure brain electrical activity, have found changes temporarily associated with acute use but no evidence of persistently abnormal EEG findings related to chronic cannabis use.

As I indicated earlier, many clinicians feel that regular marihuana use may seriously interfere with psychological functioning and personality development, especially in childhood and adolescence. There is increasing clinical concern that at least some percentage of regular heavy daily users do develop a psychological dependence on marihuana to the extent that it interferes with functioning in a way analogous to heavy alcohol use.

Overall, of the studies reviewed, the majority have suggested enduring impairment occurs. The quality of studies in this area, in particular, is

highly variable, leaving the issue in significant doubt.

Effects on the Endocrine System

There is evidence that marihuana can affect the network of glands and hormones which are involved in such functions as growth, energy levels and reproduction. Levels of the male hormone testosterone have been found to be reduced (though still within normal range) in some, but not all, studies. There is animal and human preliminary evidence that relatively heavy use, ranging from several times a week to daily use, may reduce fertility in women. Of eleven studies dealing with these areas, seven have reported endocrine changes, with four reporting no such change. The long-term significance of these results remains to be determined. Concern over possible effects on adolescent development and possible interference with sexual differentiation of the male fetus whose mother smokes marihuana during pregnancy has been expressed.

Reproductive Effects of Marihuana

There are a variety of both animal and human studies suggesting that marihuana used daily and in substantial amounts similar to those of a regular heavy tobacco smoker may adversely impair aspects of the reproductive function. One study of 16 male, healthy, chronic marihuana users, smoking from eight to twenty standard marihuana cigarettes per day for four weeks in a hospital environment, found a significant decline in sperm concentration and total sperm count. Evidence was also found of a decrease in the motility of the sperm. In this and another study, abnormalities of structure in the sperm of heavy users were detected.

Three studies in animals of the effects of marihuana on testicular functioning, including the production of sperm, have also found adverse effects. While the clinical implications of such findings are not yet known, and the effects noted may be reversible when marihuana use is stopped, they do indicate a basis for concern. Reduced levels of testosterone in male users, though still within the normal range, have been reported by some but not all the investigators.

Animal and human research on female reproductive function has detected changes that may have serious implications for human reproductive capacity. Because of the restrictions on experimental administration of marihuana to women, little is known about the effects of the drug on

human female endocrine and sexual functioning. One recently completed study of 26 females who used "street" marihuana three times a week or more for six months or more found that these women had three times as many defective monthly cycles (38.3 percent defective vs. 12.5 percent of the cycles of nonusers) as nonusing women. By "defective" was meant a failure to produce a ripened egg during the cycle or a possibly shortened period of fertility. Unfortunately, since the marihuana-using women also used more alcohol, it cannot be assumed that the effects observed were necessarily the result of marihuana use.

Research directly concerning effects on human reproduction is, however, very limited. We know of no clinical reports directly linking marihuana use and birth abnormality.

Chromosome Abnormalities

There is no new evidence to report in this area. While there were earlier reports of increases in chromosomal breaks and abnormalities in human cell cultures, more recent results have been inconclusive.

A team investigating the effect of marihuana smoke on human lung cells in laboratory culture has found an increase in the number of cells containing an abnormal number of chromosomes. Another investigator, who previously reported a high proportion of cells in marihuana smokers with reduced numbers of chromosomes, has more recently reported that the addition of delta-9-THC (the principal psychoactive ingredient of marihuana) to human white blood cell cultures also resulted in an increased frequency of cells with abnormally low chromosome numbers. The implications of these findings continue to be uncertain.

Overall, there continues to be no convincing evidence that marihuana use causes clinically significant chromosome damage. However, it should be emphasized that the limitations of the research to date preclude definitive conclusions.

I believe we can state that there is no controversy with respect to the hazards of use by children and young people. Studies by Dr. Gene Smith, which involve nearly 12,000 junior and senior high school students in the Boston area, indicate that the earlier marihuana use begins, the more likely is use to become heavy use and to include other illicit drugs. In addition, although there is still much to be learned about the impact of heavier use on the physical functioning of the child or adolescent, studies indicate that use may cause alterations in endocrine functioning which

are more serious than endocrine involvements in older mature users.

Unfortunately, the hesitancy of the scientific community in not drawing unwarranted definitive conclusions from what are preliminary research findings has led many to conclude that marihuana is without serious medical hazard, even for the very young. In reality, the situation is more like that following the popularization of cigarette smoking at the time of World War I. It required fifty years of research for the truly serious implications of cigarette smoking to become apparent.

In view of the rapidly increasing numbers of high school students who use marihuana on a daily basis during the course of the school day, these findings are especially worrisome. For example, figures derived from an ongoing study of successive yearly nationwide samples of high school seniors indicate that as of 1978 one in nine smoked marihuana daily—nearly twice as many as in 1957. In two states, Maryland and Maine, still more recent figures indicate nearly one in six high school students use marihuana daily or nearly daily.

Our most recent national household survey, conducted in 1977, indicates that there was a significant increase of 25 percent over the 1976 level in the number of persons between the ages of 12 and 17 who had ever used marihuana. More importantly, there was a nearly 30 percent increase in the number currently using, i.e., those who had used in the preceding month. Moreover, as the figures from our annual survey of high school seniors indicate, there has been a significant trend toward beginning use at increasingly younger ages. While 16.9 percent of the class of 1975 had used marihuana by the end of the ninth grade, 25.2 percent of the class of 1978 did so.

While much remains to be learned about the health implications of marihuana, I would like to emphasize that our present evidence clearly indicates that it is not a "safe" substance. As a psychiatrist, I would also like to stress that virtually all clinicians working with children and adolescents agree that regular use of marihuana by youngsters is highly undesirable. Although experimental evidence concerning the implications of use in this group is not easily obtained, there is little serious question that regular use of an intoxicant that blurs reality and encourages a kind of psychological escapism makes growing up more difficult. While there is controversy over the implications of present research concerning adult use, few would argue that every effort should be made to actively discourage use by children and adolescents.

The Marihuana Epidemic

Excerpts from testimony by Robert L. DuPont, M.D., before the Criminal Justice Subcommittee of the Senate Judiciary Committee at a hearing held in Baltimore, Maryland, November 16, 1979. Co-chairmen were Senator Joseph R. Biden, Jr. and Senator Charles McC. Mathias, Jr.

Dr. DuPont. Drug abuse is the number one problem facing young people in our society today. Marihuana use in particular has reached epidemic proportions. I don't think there is anything else which compares with it in seriousness. The increase of marihuana use among young people is literally off the charts in the United States. The most recent data shows that one out of nine high school seniors smokes marihuana every single day of the high school year. American parents in a recent survey judged drug abuse the number one problem facing them as parents. And in a recent Gallup Poll it was reported that the teen-agers of America consider drug abuse the number one problem facing their generation.

Senator Mathias. Why are you upset about it? Many young people take the view that marihuana isn't harmful. One of their standard retorts is: so what? Is that an accurate attitude?

Dr. DuPont. No. Even the National Organization for the Reform of Marijuana Laws has begun—rather late but I am delighted that they have begun—to talk about the harmfulness of the drug. There is no organized body of opinion that I know of in the United States that now believes marihuana is harmless.

Let me give you just a few statistics to demonstrate what I mean. The major active ingredient of marihuana is delta-9-THC, which is fat soluble but not soluble in water. Our bodies have a waste disposal system that is water based. When THC is ingested, it accumulates in the body—in the brain and the reproductive organs. THC has a half-life

Robert L. DuPont, a psychiatrist, has been a leader in the field of drug abuse prevention for the past decade. A former director of the Narcotics Treatment Administration for the City of Washington (1970-1973), and director of the National Institute on Drug Abuse (1973-1978), he is now president of the Institute for Behavior and Health, Inc., and chairman of the World Psychiatric Association's Drug Dependency Section.

of five days. What that means is that half of it is retained after five days. Thirty percent is still in the body after one week, and measurable amounts are present after one month; so that a person who is smoking only as often as once a month, which is indeed very infrequently, is continuously exposing the brain and reproductive organs to THC.

Senator Mathias. And if you smoke more than once a month?

Dr. DuPont. It tends to accumulate. This is very different, for example, from tobacco and alcohol, which are rapidly metabolized. The effects are much more prolonged with marihuana.

Senator Mathias. If somebody asked you, Why is it any worse for me to smoke a joint than to drink a martini, is that the answer? The joint stays with you for as long as a month?

Dr. DuPont. Well, I think the marihuana joint has the ill effects of both the martini and the cigarette. It has the respiratory irritant effects and the potential—I would say the *probable* effect—of causing lung cancer as well. It also has the intoxicating and mental effects of the martini. Plus it has unique harmful effects of its own.

The mistake we often make in talking to young people is to try to decide what is a "good" drug and what is a "bad" drug. Once you accept this as the question—is marihuana better or worse than tobacco or alcohol?—I think you have missed the main point. All of these are dangerous drugs and they should all be discouraged, particularly for use by young people.

Parents, for the last decade, have been systematically excluded from drug abuse prevention and treated as if they knew nothing and could do nothing helpful in dealing with the drug problem. The single greatest potential for improving our performance in drug abuse prevention over the next decade is parent power—the positive involvement of parents with young people in preventing drug abuse.

Senator Mathias. Do we know anything new now that we didn't know, say, five years ago or ten years ago, which the public ought to be aware of?

Dr. DuPont. Yes. We know many things that we didn't know before. Unfortunately, the marihuana debate grows out of a history of several decades of scientific ignorance and emotionalism about marihuana that has been mocked by the pro-marihuana people. This ignorance is replaced today by a substantial body of scientific evidence which demonstrates the dangers of marihuana.

We know that the marihuana that is now being used is far more potent than that which was used ten years ago. It is 5 to 20 times more potent than the product which was used when the initial marihuana research was done.

Ten years ago we thought that the dominant pattern of marihuana use was going to be that of the relatively mature college student who would use the drug once or twice in his life or maybe once a month. We have been shocked by the emergence of daily smoking as the dominant pattern of marihuana use—of people who smoke marihuana every day, and often throughout the day. No one in the marihuana field ten years ago would have predicted, for example, that we would have 11 percent of high school seniors smoking marihuana every day, that the percentage could double in three years, or that this would be nearly twice the percentage of high school seniors using alcohol on a daily basis. These are some of the harsh new realities that we face today.

Senator Mathias. What does that mean to the brain and to other organs of the body?

Dr. DuPont. There is a lot we don't know even now. But what we do know includes these facts.

Marihuana's effect on human reproductive organs is powerful. It reduces the male sex hormone, testosterone, significantly in regular users. It reduces sperm count and sperm mobility. In females, it increases the anovulatory cycles and menstrual irregularities.

In terms of the effects on the brain, the effects of acute intoxication are clear and serious. The difficulty with memory, the difficulty thinking, the difficulty expressing oneself clearly are very well documented. Driving ability is severely depressed by marihuana intoxication. In a study in Massachusetts, 17 percent of the driver's responsible for fatal accidents were stoned on marihuana at the time that they caused the accident. In California, it is estimated, between 15 and 20 percent of all accidents are now caused by drivers driving stoned on marihuana.

We don't yet know whether the brain effects of marihuana are permanent. There is conflicting evidence on that. I know from talking to many former marihuana smokers that it takes months after quitting before they feel normal again after they have smoked marihuana regularly.

Senator Mathias. You mentioned earlier the effect on the lungs. Is it greater or less than that of tobacco?

Dr. DuPont. Cigarette for cigarette, the effect of marihuana appears to be more severe. For example, marihuana smoke contains more tar and known carcinogens than are in tobacco smoke. Human lung tissue that is exposed to marihuana smoke shows more cancerous changes than similar tissue exposed to tobacco smoke. A study of respiratory airways shows that marihuana smoke produces from 5 to 17 times the amount of airway

obstruction caused by a similar amount of tobacco smoke.

Senator Mathias. What about a kid who may sometimes smoke a joint and then also smoke a pack of cigarettes. Is there any kind of interaction between marihuana and tobacco?

Dr. DuPont. They appear to be additive in terms of their harmful effects on the lungs. There is very good evidence that smoking marihuana is directly correlated with both the use of alcohol and the use of cigarettes: young people who do not drink alcohol have almost a zero probability of using marihuana, and young people who smoke tobacco cigarettes are four times as likely to smoke marihuana as those who do not smoke tobacco cigarettes. When we are talking about preventing marihuana use among youth, we must also deal with the alcohol and the cigarette problem, which are closely related.

Let me hasten to point out that the typical marihuana user is not a deviant child in any way. We have given the message to American parents that the only reason they might have a drug problem in their family is that there is something wrong with their family, or wrong with their child. That has made it very difficult for families to face a drug problem. They tend to deny it. Having a problem with marihuana is not necessarily the sign of a failing or a defective family. And unless we get that point across, I am afraid we make it much harder for families to face a problem which is now epidemic.

Senator Biden. The Department of Justice's position has been that the more we emphasize our concern for marihuana through federal legislation, the more we drain resources from cocaine and heroin enforcement. Would the deterrent value of any further federal statutes be worth the effort?

Dr. DuPont. I am not an attorney but my understanding is that most legislation dealing with individual behaviour is left to the states and localities and not to the Federal Government.

Let me say that I participated in the White House review that led in 1975 to a decision to downplay marihuana enforcement dramatically, and part of the reasoning was exactly what you said.

I am now persuaded that we should reassess our priorities, and that marihuana should be elevated to a very high priority. Whether it should pass heroin's priority I am not sure, but I think it should be on a par with it. And my reasoning is that, in the face of this evidence, the explosive rise of 16 million regular marihuana users gives a clear urgency to federal, state, and local activity aimed at turning around this epidemic.

Grass Farm



Supplies Researchers With Marihuana of Known Composition

*Reprint from the American Medical News, April 13, 1979,
by permission of the American Medical Association.*

Here in the heart of Faulkner country, surrounded by the glories of Ole Miss and its some 10,000 students, the only legal marihuana farm in the country springs from the red clay soil.

It is the government's grass farm, operated by scientists from U. of Mississippi's Research Institute of Pharmaceutical Sciences under National Institute on Drug Abuse contracts most of the last 11 years.

The 5.6-acre farm is covered by row upon row of cannabis plants—more than 100 variants from as near as Mexico and as far as Russia are carefully and tenderly cultivated under the blazing skies of Oxford.

It is the only place in the world where marihuana is produced on such a large scale for research purposes and it is the hub of the world's supply of research-grade, standardized, minutely analyzed and quality-controlled pot and its components.

Carlton Turner, Ph.D., gives a tour of his plantation with the pride and enthusiasm of a horticulturist showing off his prize-winning roses.

"Here it is, the garden," says Dr. Turner after driving a reporter down a winding road past strikingly modern, forest-shaded homes selling for upwards of \$100,000 and

past a student trailer park and married student housing near the cannabis compound.

And a compound it is, secluded first behind a natural barrier of towering trees, and tightly enclosed by a second high fence, this one of steel.

Dr. Turner has no trouble gaining access. Jimmy Gilmore, a retired campus security cop with revolver strapped to his hip, quickly leaves his guard tower and swings open the heavy gate for "the man in charge."

Dr. Turner, associate director of the Research Institute of Pharmaceutical Sciences (RIPS), is project director for the entire marihuana research effort.

A research chemist, he is the one who must answer to Washington—NIDA and the Drug Enforcement Administration—on every facet of the farm, as well as wheeling and dealing for seed imports and funding, setting up planting schedules, giving the word on what and when to harvest, developing methods to analyze the materials, and, above all, making sure every bit of the curious crop remains inside the fence unless otherwise accounted for and authorized.

Security measures seem inconspicuously simple, considering the farm's precious yield has an en-

tering street reputation of being among the purest and most potent marihuana in the world.

Gilmore's guard tower is one of three weathered-wood structures that bracket the plantation. When the farm operation is in full swing, about 30 persons cover the security detail on shifts around the clock. The grill fence enclosing the compound has been rumored to be electrified, but it is not, and nowhere can one see any signs of a pack of vicious watch dogs—another rumor.

"Our security is good security, but we keep the costs down," says Coy W. Waller, Ph.D., director of RIPS and the man who spearheaded the planning that brought the project to Oxford.

Even Dr. Turner must sign the farm's "guest book," the security log that records the comings and goings of everyone who steps through the gate. Today, he and the reporter have little to list on the log's line for "materials" at entry—just cameras. And on the line at exit—besides the cameras, absolutely nothing.

Not even one half-crushed seed. The reporter who has been nearly running with Dr. Turner on his jack-rabbit course through the farm stops for a moment at the drying racks, where dozens of handcut

On restricted grounds of the University of Mississippi, the NIDA Marihuana Project operates the only legal cannabis plantation in the United States.



marihuana stalks lie in neat rows over mud-stained black plastic sheets and screened frames. The branches and flowers have turned from green to almost-brown under the hot November sun and tiny seeds have fallen free from the plants.

Later the flowers will be manicured into flakes, dumped into tall corrugated paper barrels, and stored temporarily in a small garden shed, looking like so many garbage cans of suburban lawn cuttings.

"Go ahead, bite the seed, taste it, it won't hurt you," says Dr. Turner. The reporter declines, carries the seed a few paces, then asks if she can keep it.

"Drop it," says Dr. Turner.

Despite his easy-going manner that oozes Southern charm, Dr. Turner makes it clear that nothing, not even a seed, can be allowed to go unnoticed or detract from the serious purpose of the farm and its companion project, a sophisticated marihuana analysis laboratory located nearby. Combined, the projects since 1968 have received about \$2 million in grants and contracts from NIDA and the National Institute on Mental Health, which funded the program before NIDA was created.

The pot plantation is the simple part of the program. Its sole role is to produce, under carefully controlled conditions, crude marihuana material which is sent through NIDA free to approved researchers.

Heir to the same problems that can plague any other type of agricultural operation, the farm and its workers continually battle droughts and excess water conditions, root rot, insects and fungus, which in 1972 wiped out most of the crop.

In 1976, on the other hand, the farm purposely was not planted because enough marihuana already was on hand and the project grows only enough to meet research needs. Dr. Turner wouldn't disclose just how much is grown each year or how many researchers the farm has supplied, noting only that "a large plant can give up to two kilos during its growing season from spring frost to fall frost."

For 1979, the farm also will lie dormant, despite a growing interest on the part of some citizens and some researchers to see more marihuana studies conducted, particularly under state-operated marihuana research programs.

"By the time such programs get approved, and that takes considerable time, the program will be into its next growing season."

There is only a small stand of marihuana left growing on this day towards the end of the 1978 harvest. Like a nursery plot of saplings, this Mexican variety of marihuana sways in a gentle breeze, emitting a mild, distinctive herbal scent and looking somewhat like a giant False Aralia house plant.

Other plantings have been grown from seeds from countries including India, Pakistan, South Africa, Afghanistan, Brazil, Turkey, Colombia, Thailand, and Hungary.

Nearly 15 feet tall, the Mexican plants dwarf the farm's manager, Jim Urbanek—no mean feat, considering he once played defensive tackle for Ole Miss and later was with the Miami Dolphins.

Urbanek grins a lot but says little as Dr. Turner launches into what appears to be by now a well-rehearsed spiel.

"Marihuana is the most misunderstood problem in drugs today," he says.

"The public and many scientists, including the medical community, assume marihuana is a single substance, uniform in composition, and they're wrong, dead wrong."

Each plant, formally called *Cannabis sativa* L., is composed of at least 419 known chemicals "and there's no analytical method yet

Here, harvesting techniques are traditional — the crop is hand-cut and air-dried. The yield, however, is unique: quality-controlled marihuana of uniform composition.



available to look at the total chemical profile," Dr. Turner said. Among these 419 chemicals are 61 known cannabinoids, and more are being discovered all the time, he adds.

Delta-9 tetrahydrocannabinol (THC) is "just one of these cannabinoids—the most known and the most psychomimetically active, but all the same, just one of 61 compounds indigenous to the cannabis plant," he emphasized.

"Scientists have been conditioned to believe Delta-9 is the only thing that's important in the plant," though research at Mississippi and other centers has begun to show other important components.

"I'm not crusading for or against marihuana, but people have got to put it in perspective. They've got to quit confusing THC and marihuana."

Moreover, he states, the chemical composition of the plant is constantly changing, both while the plant is growing and after it is harvested.

Such facts about marihuana from the chemist's standpoint—"and we know more about the crude drug marihuana and the other drugs in the cannabis plant than any other plant in the world"—lead Dr. Turner to say he is "dead set" against efforts being made in a

growing number of state legislatures to "legalize" marihuana. Some bills call for allowing marihuana use as medical treatment, others authorize physicians to prescribe it, and some create state-operated clinical research programs.

Recent tallies by the AMA and by the National Organization for the Reform of Marijuana Laws (NORML), a lay lobby for legalizing the substance, show that bills calling for the "legalization" of marihuana under some or all of the above circumstances have been introduced in 16 to 25 states so far. Four states—New Mexico, Louisiana, Florida and Illinois—already have passed laws authorizing medical experimentation with marihuana.

"Marihuana will never be legally on the market and anyone who thinks so is wrong," Dr. Turner states. "It doesn't have a clean bill of health and, in my opinion as a scientist, it never will," he predicts.

But all this, he emphasizes, "is not to say that certain chemicals derived from the plant won't be used in medicine."

What is "totally" unrealistic is to take some 419 chemicals, pick out one, and say that all the others will do the same as it will.

"The idea of putting a crude drug on the market would be 18th-century medicine . . . totally the reverse of all we've learned" in science, he asserts, "but that is what legalizing marihuana would do. Why put a drug on the market with 419 chemicals when you could put on only one?"

"Those pushing for legalization would not let any pharmaceutical firm get away with half of the junk" being considered for marihuana. "Not a legislature in the country would let a pharmaceutical firm put a drug out without knowing the ratios of its components, their actions," and all the other detailed safety and efficacy data needed before any drug is made available to the public, he says.

"In other drugs made from plants, you've separated the active principle out of the plant. In this case, you're using the crude plant. Its proponents say marihuana is different. It's not."

"The state legislatures that are 'legalizing' marihuana are doing a disservice to their constituents, medical science, and the researchers involved in the drug programs," Dr. Turner asserts.

"It represents how the scientific community, the press and legislators have abdicated their responsi-



bility by allowing this broad, sweeping play on words to be made and letting it go unchallenged. People have got to quit confusing marihuana and THC," he repeats.

Proponents' polemics and press reports that states are "legalizing" marihuana by setting up state-controlled clinical research programs are blatantly incorrect, Turner goes on.

"That's not legalization. That's just the state taking on the responsibility of executing the IND (investigational new drug)" procedures that involve approvals from the FDA, NIDA and DEA," and often these programs are set up just for Delta-9 THC—and that's not marihuana."

Moreover, he notes, it is not necessary for states to establish such research programs. "The mechanism is already there for any MD to file an application for an approved IND with the FDA and get cannabis from us on an experimental designation." The researcher needs to have a Schedule I drug license—"and that's not hard to obtain"—as well as "being willing to take responsibility for accounting for the materials, and having a reasonable protocol."

The protocol often is the stumbling block for many researchers, he adds. "There's been a potful of shoddy science done on cannabis, particularly before 1972," he said, ignoring his own pun.

"A sociologist with five-year-old data suddenly wanted us to analyze his marihuana—old, decomposed marihuana," and the analysis findings would have been totally irrelevant, he says, because new chemicals are created as marihuana decomposes.

In contrast, another researcher one year asked the Mississippi project to supply him specifically with marihuana cigarettes containing 1.2% THC. "We took 600 pounds of cannabis and by blending the materials, we got to 1.17% THC content. That's damn accurate," and could have important impact on the validity of that researcher's results, Dr. Turner notes.

"We can't do science for the scientists. We can provide them with samples and available data and standardized marihuana and its components, at least as much as they can be standardized."

It is back in the analytical laboratory where the marihuana program's major work takes place.

The crude plant material—care-

Marihuana, the tobacco-like substance produced from the leaves and flowering tops of the cannabis plant, is tested in the project's laboratory before being distributed for research purposes.

Opposite page: Farm manager Jim Urbanek and Project Director Carlton Turner (right) inspect the final product. The stalks and branches are burned.

fully labeled to show seed origin, plant sex, and dates of planting and harvest—is extracted with a chloroform solvent. The plant material is filtered off and the solvent is removed, yielding a resin extract that is dissolved in ethanol.

The substance then is analyzed by gas chromatograph that produces a printout similar to an EKG report. The peaks and valleys pinpoint various levels of the cannabinoids in each specimen. The research project routinely quantitates 10 cannabinoids, then through other complex processes isolates and synthesizes some of them and provides them to researchers.

"You have to know what's in the crude drug to know what you're giving people or animals," Dr. Turner emphasized.

In a second facet of the analysis project, the scientists run tests on marihuana confiscated by federal agencies, border patrols and other drug enforcement efforts.

"The purpose is to attempt to give them an overall picture of what's on the street, where the most potent comes from. . . . Hopefully, it could help them pinpoint some ports of entry, provide data to see if there's any correlation between times of the year and



countries and certain ports—all toward developing probability statistics that could help in confiscations," Dr. Turner explains.

"We're looking at trends, types of preparations. If a new type of drug, such as hash oil, comes onto the (black) market, the data on marihuana aren't relevant.

"One trend we see now, for the first time, is a great deal of home-grown material that is very potent," with THC contents ranging from as high as 6.9%, down to 2.5%, he notes.

Proudly, Dr. Turner spells out the accomplishments of the marihuana project.

"The first significant thing we did was to show that we can grow and produce a good drug-type and a good fiber-type cannabis plant in Mississippi. Previously it was thought that the hotter the climate, the more quality and quantity of the drug. We found that environmental factors do affect the cannabinoid ratios, but a drug type is still a drug type.

"The result is that we can supply to NIDA marihuana materials of known composition and with an absolute history on each specimen."

"Secondly, we have developed the analysis process, and in con-

nection can prepare many special dose forms of the crude drug for special research projects."

Dr. Turner calls this "perhaps the most significant" accomplishment, a feat that led a marihuana working group sponsored by the United Nations to recommend in 1974 that the Mississippi analytical procedures be used worldwide as a means of obtaining uniform study results.

Without such standardization, "people in different countries have been using different materials—and then arguing about their results."

"This is a start. If people are giving cannabis through a smoking machine, using the same puff volume parameters on the machine and a standard grade of marihuana from a single batch, then our animal data should correlate with other animal data done elsewhere. It's a best-effort stab."

One of the group's most significant accomplishments, "though it won't affect anyone directly," he added, has been the development of a computerized analytical procedure that allows the lab to operate every day, around the clock, without increasing staff or equipment outlays and with increased

accuracy.

The project also has been the first to identify a new class of nitrogen compounds in cannabis plants. "The question we're now looking at is of what significance is this substance," Turner said.

"The easy things have been done. Now the methodology of separating some of these things is critical."

— Brenda Stone

"The toxic properties of paraquat are such that the handling of the concentrate requires care. Although fibrosis of the lung can result from the ingestion of paraquat, there is no known instance of this occurring in humans following the ingestion of paraquat. Furthermore, residues of sprayed formulations on cannabis would not be sufficient to cause toxic effects to the marihuana user."

Excerpt from a report on methods for the eradication of illicit crops, prepared under the auspices of the United Nations Narcotics Laboratory, July 1979

The U.S. Marihuana Market

*Excerpts from the
Narcotics Intelligence Estimate,
December 1979.*

Illicit drug trafficking generated about \$54 billion in retail sales during 1978 compared to about \$52 billion in 1977, a four percent increase.

Marihuana continued to be the top income producer, accounting for about 35 percent of retail sales on the U.S. illicit drug market, or \$15-23 billion in 1978. An estimated 10,000-15,000 tons of marihuana were smuggled into the United States in that year.

Colombia in 1978 supplied 70 percent of the marihuana moved into the United States, or 7,000-10,500 tons. By comparison, Colombian marihuana accounted for an estimated 56 percent of total imports in 1977. Mexico's share declined from 40 percent in 1977 to 26 percent in 1978.

Domestic production is now reaching significant proportions. This source accounted for about 5-10 percent of the U.S. market supply in 1978. Production has probably increased since then, with emphasis on the higher potency varieties. Campaigns to control marihuana growth were undertaken in several locations in the United States during 1978, notably Hawaii and northern California.

The use of hashish probably increased in the United States in 1978. The estimated amount smuggled into the U.S. in 1978 was 200 tons.

The number of marihuana users in the United States continued to rise in 1978 to an estimated 26.6 million.

The annual Narcotics Intelligence Estimate produced by the National Narcotics Intelligence Consumers Committee (NNICC) is the most comprehensive and authoritative estimate available to the Federal Government on the supply of drugs to the U.S. illicit market, as well as money flows associated with this traffic.

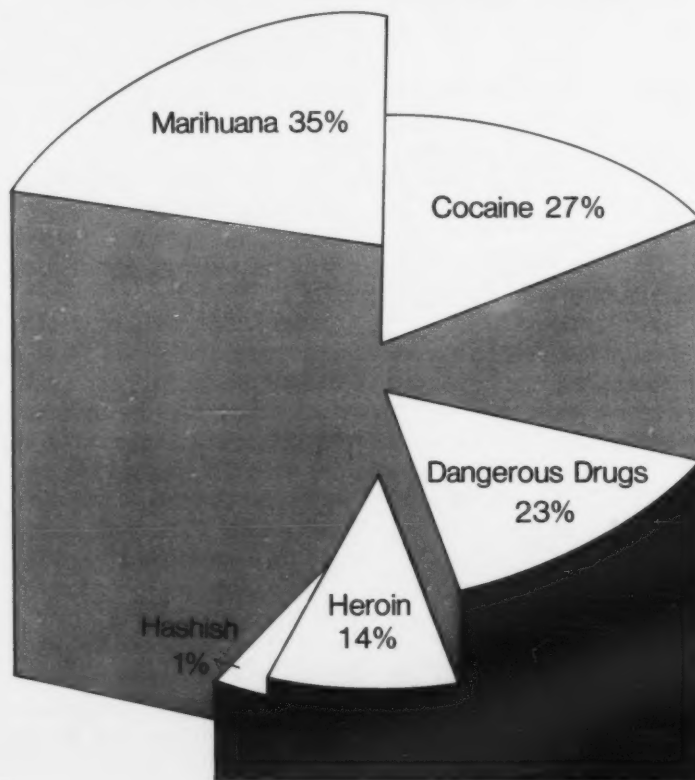
The NNICC is composed of agencies with enforcement, policy, treatment and research, and intelligence responsibilities. The present membership of the NNICC is as follows:

United States Coast Guard
United States Customs Service
Drug Enforcement Administration

Federal Bureau of Investigation
Immigration and Naturalization Service
Internal Revenue Service
National Institute on Drug Abuse
Department of State
Department of the Treasury
White House

The Committee is chaired by the Assistant Administrator for Intelligence of the Drug Enforcement Administration. The Special Assistant for Coordination of Foreign Narcotics Information of the Central Intelligence Agency attends the NNICC meetings as an observer.

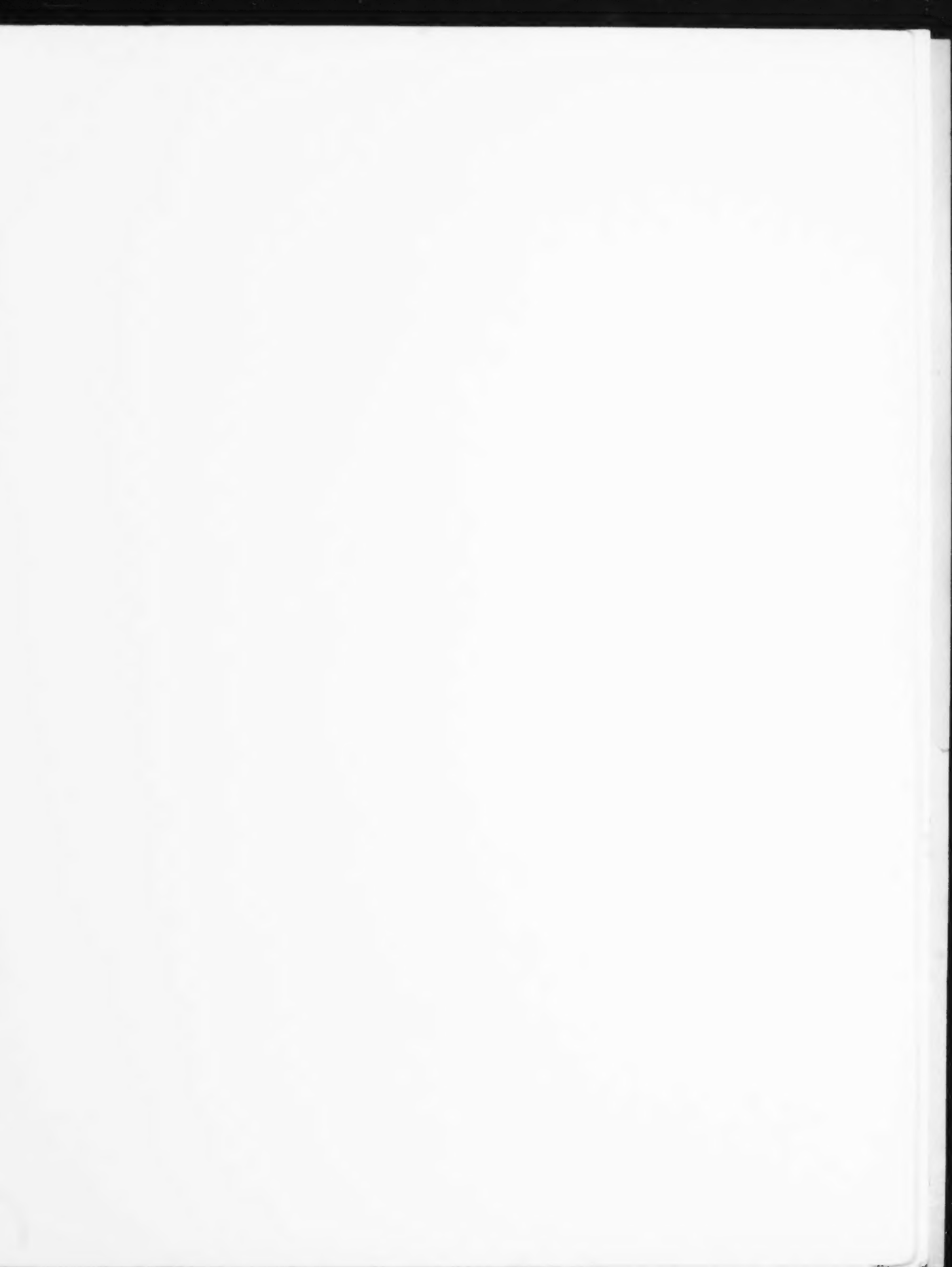
Percentage of Estimated Retail Sales
On The U.S. Illicit Drug Market In 1978





Cannabis





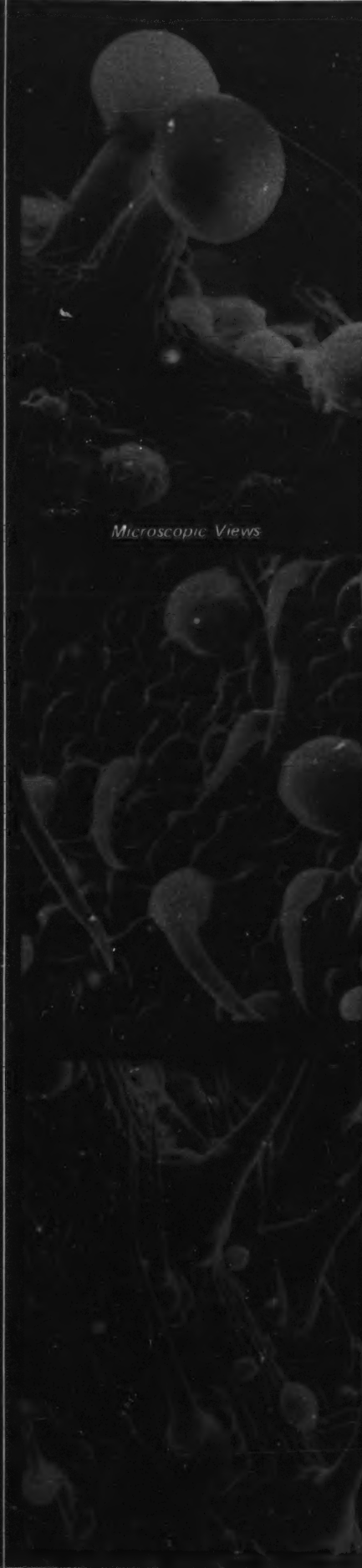
Cannabis sativa L. is a species of tall annual woody shrub with dioecious (male or female) flowers borne on separate plants.

Cannabis grows wild in most of the temperate and tropic regions of the world. Ecological factors govern the extent of its growth and are responsible for many morphological modifications. Genetic factors control the ability of the plant to produce cannabinoids. In northern climates it tends to grow to a greater height and to produce more fiber, once widely used in making cloth and cordage. In southern climates it usually produces more resin and is the plant of choice for clandestine use.

Hemp, as it was earlier known, was grown in the New England colonies and used in making homespun. It was also grown in the Virginia and Pennsylvania colonies and at an early date in the settlements of Kentucky and Tennessee, whence it spread westward with the settlers. It was probably introduced into the American Southwest and Mexico by the Spanish settlers.

The plant material, marihuana (or marijuana), has been used as a drug for centuries. In the 19th century many pharmaceutical preparations containing resin extracts of cannabis were readily available in this country and believed to be effective in treating an array of physical and mental ailments. Physicians, however, learned that these preparations, rather than contributing to the treatment of clinical disorders, often manifested their symptoms and caused such untoward side effects as to preclude their use. Shortly after the passage of the Marihuana Tax Act of 1937, the Food and Drug Administration declared these preparations to be without medical utility and they were removed from the market place.

Meanwhile, advances have continued to be made in cannabis research, especially in the past ten years. For a detailed commentary on the adjoining photographs, see the reverse side of the foldout page.



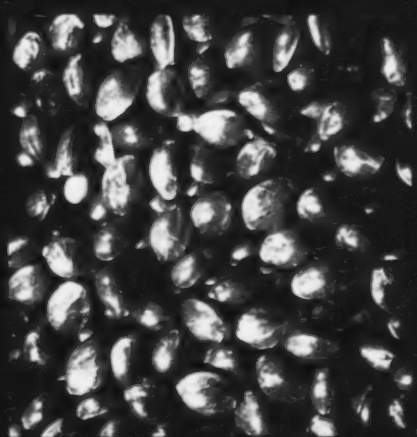
Microscopic Views



Female and Male plant

Male (staminate) flower

Female (pistillate) flower



Seeds



Young plants



Leaves



Sinsemilla



Field



Cannabis products



Paraphernalia



The following commentary on the foldout photographs is by John T. Maher of DEA's National Training Institute.

Microscopic Views

The fuzzy appearance of cannabis is due largely to the presence of glandular and cystolith hairs (trichomes), which are found on all parts of the plant, including the roots, but are more abundant on the flowering parts and uppermost leaves. The mature seed is devoid of trichomes. Two types of glandular hairs may be recognized: the bulbous and the capitate. The bulbous hairs consist of a multicellular, spherical head supported by an elongated filament. The capitate hairs, which are more numerous, appear to be attached directly to the host tissue but are actually borne on a short unicellular axis. A capitate hair on maturity develops a multicellular character, and the cells of its obtuse head form a rosula, giving the appearance of a "bear claw." Both types of glandular hairs produce copious quantities of resin.

The function of the glutinous resin exuded from these glands is yet to be established. The resin may serve as a defense mechanism to ward off encroachment by animals, insects or pathogenic microorganisms since some of the cannabinoids contained in the resin exhibit bacteriostatic properties. It may aid the reproductive process by insuring the reception of the male pollen by the female flower or by protecting the zygote following fertilization. It may prevent the excessive transpiration of water, which is vital to plants indigenous to hot and arid regions of the world. Notwithstanding these and other theories, it is relatively certain that the ability to produce resin is controlled by the genetic makeup of the plant.

Biochemists have isolated and identified more than 400 compounds from the resin, of which 61 are known cannabinoids. A group of non-nitrogenous compounds sometimes erroneously referred to as alkaloids, the cannabinoids are agents responsible for producing the hallucinogenic and other biological effects of marihuana. THC (the dextro isomer of delta-9-tetrahydrocannabinol) is the principal active ingredient and constitutes usually between 2 and 4 percent of the pure resin by weight. Through selective breeding, however, present-day marihuana is apt to contain a much higher concentration of THC

than did plants of just ten years ago. THC can be detected when the first leaves begin to appear on the plant. It is uncertain whether THC alone is responsible for the psychoactive effect. Other cannabinoids, such as cannabidiol and tetrahydrocannabinolic acid, which are extremely heat labile, are decarboxylated and isomerized to THC in the process of smoking marihuana cigarettes, contributing to the psychoactivity. Other pyrolytic compounds may exist in cannabis. Much research in this area remains to be done.

The cystolith hairs are single-celled, non-glandular, more or less bent structures which contain at the base a spheroidal cystolith of calcium carbonate. Effervescence, following the application of a few drops of dilute hydrochloric acid, demonstrates the presence of carbonate. Many plants botanically unrelated to cannabis contains cystoliths of calcium carbonate, but their presence is strongly indicative of marihuana, and no plant material which fails to show them can be marihuana.

Male and Female Plants

Plant sexes cannot be differentiated with certainty until the flowers appear.

The **male (staminate) flower**, which appears in sprays about six inches in length at the tops of the stalks and branches, consists of five stamens loosely enclosed by five sepals. It develops about three or four weeks ahead of the female flower. Once the pollen is produced and disseminated, generally by the wind, to the female flower, the male flower soon begins to wither and die. Its life cycle is about 14 weeks.

The **female (pistillate) flower**, which appears in dense clusters near the apex of the plant, has a pistil with two rather long white stigmata connected to one locular ovary. The ovary, in turn, is closely invested by a floral envelope (calyx), sometimes referred to as a hull, which is covered with a profusion of cystolith and glandular hairs. Female flowers usually occur in pairs within dense spikes along a leafy branch. Following pollination of one flower, the other usually aborts.

Seed

The fruit of cannabis, commonly referred to as seed, is greenish yellow to light brown, peculiarly mottled in appearance. Its shape is generally ovoid, divided into two segments by a rather sharp and prominent ridge around its greatest circumference. The production of viable fruit requires 10 to 12 weeks. The fleshy perianth surrounding the ovary during development will often cling to the mature fruit.

Young Plant

Following germination and the abscission of the cotyledons, a small pair of single-bladed leaves appears, soon followed by palmate leaves with from five to seven coarsely toothed leaflets. Toward the top of the plant the leaves are progressively smaller, and some of the leaflets of the uppermost leaves may fail to develop the characteristic palmate structure.

The size and number of branches and leaves are influenced by the proximity of other plants during growth. When planted thickly for fiber production, a plant may have neither leaves nor branches except near the top of the stalk. A plant growing in the open, however, presents a bushier appearance.

Cannabis is known as a soil robber. Its extensive taproot and numerous lateral roots absorb much of the nutrients from the soil, preventing the growth of other plants in the immediate vicinity. Under ideal ecological conditions, cannabis grows very rapidly, sometimes at the rate of four to six inches a day.

Cannabis Leaves

Most cannabis leaves have a characteristically palmate structure with from five to seven serrated leaflets.

Sinsemilla

Sinsemilla is a smoking mixture made from the flowering tops and leaves of the unfertilized female plants. The practice of using only female plants had its genesis among the "Ganja" doctors of India who laboriously destroyed all male plants, thereby preventing pollination, in the belief that sterile female plants were richer in psychoactive chemicals. The material thus harvested was used in mixtures called "Ganja" and "Bhang."

Cannabis Products

Shown in the photograph of cannabis products is marihuana (*top*), hashish (*center*), and hashish oil in liquid and solid form (*bottom*).

According to Pablo Osvaldo Wolff, the Mexican revolutionist Pancho Villa forced his troops to smoke marihuana so that "in the face of the enemy, they would fight without fear of death, while at other times and precisely because of its dangerous effects its use was most strictly prohibited by this same Pancho Villa, who spread throughout Mexico the well-known song about the cucaracha who would not walk because it did not have any marihuana. In the jargon of the marihuana addict, anyone smoking only half a cigarette was called a *cucaracha*, which literally means a cockroach." The word "roach" survives today as slang for a marihuana cigarette butt.

A few other slang terms for marihuana in this country are as follows:

Acapulco Gold, broccoli, bush, Colombian, dry high, grass, green, Greta, gold, hemp, herb, Mary Jane, Mexican green, Panamanian Red, pot, reefer, sweet Lucy, tea, Texas tea, weed, yesca, Zacatecas purple.

Paraphernalia

The collection includes artifacts for smoking cannabis products, including a water pipe (left) and an assortment of roach holders and pipes.

The Head Shop Message

Mitchell S. Rosenthal, M.D.

President, Phoenix House Foundation

*Testimony before the Select Committee on Narcotics Abuse and Control,
U.S. House of Representatives, November 1, 1979.*

Gentlemen, I am Dr. Mitchell S. Rosenthal, a child psychiatrist and the president of Phoenix House Foundation. As you may know, Phoenix House is the nation's largest residential program for the treatment of drug abuse. We have treated nearly 15,000 young drug abusers in the past dozen years. We were among the first to point out the growth of the "head shop" industry and the danger we believe it constitutes—a danger not only to our youngsters but to all of our society.

I'm grateful for the opportunity to share our reasoning with you. And I think it's important to start with an understanding that head shops exist for just one reason: to provide a distribution network for literature, equipment and materials that facilitate or enhance the use of illicit drugs.

Now, I recognize that public attitudes toward illicit drugs are ambivalent. Some drugs are considered more illicit than others, and a great many Americans are now convinced that there's nothing wrong with the use of what they call "recreational drugs"—marihuana, hashish, and even cocaine.

As you well know, both the law and law enforcement policies reflect this ambivalence. And I understand its basis. After all, a sizable portion of the American population smokes marihuana. Many of these smokers, maybe most of them, suffer no obvious adverse effects. But let me assure you, gentlemen—in case you have any doubts—that marihuana is a high-risk habit for youngsters. We keep learning more and more about its physical effects: what it does to the brain, the immune system, the lungs, and the reproductive system. And the physical dangers of marihuana use are far less threatening to our children than the psychological dangers.

In think it's vitally important, if we are to understand the threat of head shops, that we recognize first the real peril that drugs pose to our young. And we've got to start with marihuana, as they do.

For years we have been able to avoid facing up to this reality by looking at selected samples of marihuana-using young adults who have been able to work or study with no apparent ill effects. But

we cannot hope to deal with the problem by focusing on the best outcomes. We must look at the worst and see that few adolescent users can avoid the penalties of regular use. We must recognize the drug, as one young Phoenix resident has described it, as "stupid making."

And I am not talking now about the possibility of irreversible brain damage. I'm talking about the reality of nearly irreversible immaturity, about intellectual loss, about the failure of young marihuana users to grow and learn and develop as they should.

We know how regular use of marihuana affects attention span, concentration, and memory. We have evidence today of short-term memory loss so great that youngsters can even forget their own birth date. We have seen the decline in intellectual performance of heavy users and even regular users. But even these effects are not nearly so significant as the psychological changes that are the result of steady marihuana use for many if not most school-age children. Smoking pot in adolescence prolongs adolescence. It inhibits maturity. Young users psychologically regress toward infantilism.

During a time when youngsters must begin developing adult means of dealing with their own needs and with the needs of others, they become increasingly self-absorbed. While they should be acquiring the discipline that allows them to defer pleasure, they return to an almost infantile expectation of immediate gratification. At the very time when they most need to consider long-term goals, they are operating in a time-frame of days or hours.

To grow, to develop, to achieve adulthood, adolescents must cope with the emotional storms and squalls of the troubled teen-age period. If they turn to marihuana or to alcohol or to other drugs to relieve the anxieties of the moment, then they establish a pattern of escaping rather than dealing with reality. They do not cope and they do not learn how to cope. They blow away their troubles in a cloud of smoke, and they blow away their



chance of becoming mature and responsible adults.

But awareness of intellectual or psychological loss is rare on the part of the victims. Marihuana use is self-reinforcing. Youngsters do not know, and cannot tell, how much perception they have sacrificed—how much mental acuity they have lost. They are not aware of regression. They are not conscious of their sustained immaturity. Ask them, and they will tell you that "it's cool." Indeed, I believe that a great many young people see marihuana as the easy way to mature—today's way, the "with it" way.

You gentlemen have seen the numbers—the dramatic rise in marihuana use reported by HEW and NIDA during the past few years. You know the number of high school seniors using pot increased by nearly one third—from 16 to 25 percent—between 1975 and 1978. You've seen the statewide studies in Maine and Maryland showing that one high school senior in six is getting high pretty much on a daily basis. In New York State, one quarter of a million school children started using marihuana last year. And the age of initial use keeps dropping each year. Nearly one third of all New York's seventh and eighth graders have already tried the drug.

And today, fewer and fewer youngsters stop at pot. If being high relieves anxieties, makes socialization easier, and is a pleasurable experience, then getting even higher becomes a goal in itself. And we can see how youngsters today are pursuing the more powerful, the more effective or more exotic high.

Last year, in New York State, not only did one quarter of a million youngsters first try pot, but 118,000 also had their first taste of cocaine, and more than 125,000 begun using PCP or angel dust. Among students in both private and parochial schools last year, more than 30 percent were using at least two different drugs.

There is no question in my mind that the great increase in adolescent drug abuse can be blamed in large measure on the proliferation of head shops. And so can the nature of that abuse—the sophistication kids have about how and what to smoke or sniff or swallow. There is no accidental parallel to the spread of drug use and the movement of head shops from downtown areas to new suburban shopping centers. It is not simple coincidence that growth in youthful abuse has been matched by growth of a more than \$600 million a year paraphernalia industry.

Certainly more casual public attitudes have played a role. Of course, decriminalization has

helped create a climate. But I doubt anything has been a more potent factor in the proliferation of adolescent drug use than the existence of little learning centers for drug abusers all over the country.

What can they get there? They can get the latest word on highs from industry publications, magazines like *High Times*. They can find out what to smoke and how much to pay for it. And I imagine this kind of consumer reporting is responsible for creating the marihuana market we have today and the prevalence of more high-grade, potent pot. Confiscated samples of cannabis now have 20 times as much THC as samples confiscated in 1973, and THC is marihuana's principal psychoactive ingredient.

Kids get hold of more than just rolling paper and roach clips at head shops. They can buy all kinds of devices to hide their stash of hash or get the most out of their marihuana, like bongs that can deliver a concentrated blast of smoke. They can even get one dandy number that fastens to the dashboard and allows two teen-agers to share a joint while driving down the road. And I shudder to think of how many lives that device has cost, for we have fairly solid evidence now that 16 percent of all highway fatalities can be attributed to marihuana.

But if you imagine head shops restrict themselves to pot paraphernalia alone, you're sadly mistaken. There's a whole range of products for the cool cocaine user: testing kits, scales, razors, and a variety of decorative miniature spoons for snorting. There's even a kit that will help you convert street cocaine to "free base" cocaine that can be smoked instead of snorted and produces a more intense and pleasurable, and possibly fatal, high.

But with all the gimmicks and gadgets and literature, including home gardening guides for kids who want to raise their own psychedelic mushrooms, you'd imagine head shops would stop short of selling drugs themselves. And you'd be wrong. They do sell drugs. They sell inhalants under trade names like Rush, Bullet, and Locker Room. What they contain is butyl nitrite, a vasodilator. It expands blood vessels and sends a rush of blood through the veins, producing a high lasting from three to five minutes. It's potentially physically harmful, and it's legal just about everywhere, because butyl isn't technically a drug. It's sold as a room deodorizer, and the FDA has no more control over butyl nitrite than over airplane glue or cleaning fluid.

Now, I'm sure that head shop customers include large numbers of adults. But if you imagine these stores are off-limits to kids, you're in for a big disappointment. I've seen youngsters in just about every one of the more than twenty head shops I've visited. Phoenix House is only one of the local agencies that has sent out children as young as twelve and thirteen to make purchases at these emporiums. And I have yet to hear of anyone being turned down.

But what I have heard, and frequently, is how youngsters are approached in or near these shops by dealers. They want to know if the kids are interested in something a little more potent and a little less legal than the imitation marihuana, the mock pot, that head shops stock.

Finally, gentlemen, let me touch on the most lethal commodity that head shops deliver. It's a message, a message that youngsters all over America are getting and believing. It says, "Getting high is okay." It is sanctioned by publishers, businessmen, and the free enterprise system. The getting-high business holds a rightful place besides the pharmacy, the book store, and the supermarket in our shopping centers and malls.

We can spend additional millions on drug prevention and education. We can mount public service advertising campaigns on TV until anti-drug announcements outnumber cat food commercials. And there's no way we can combat the head shop message: "Drugs are all right"—"Getting high is normal." That is what our kids are seeing, and hearing, and believing.

Gentlemen, I am not presumptuous enough to suggest solutions. I recognize the issue may not be quite so clear-cut from your point of view. But we cannot forever have it both ways.

I do not believe our society can extend the privilege of smoking marihuana at minimal criminal risk without having kids smoke. I do not believe we can glamorize drug use as we have without giving it an almost irresistible allure.

I do not believe we can guarantee press freedom to publications that proselytize for drugs without influencing millions of youngsters.

I do not believe we can permit head shops to enjoy the benefits of fair trade and free enterprise without creating a nexus for drug abuse in every community.

I do not believe we can permit all this, condone all this, sanction all this, and then tell our children—with a straight face—that they shouldn't use drugs.

Proposal For The Control Of Drug Paraphernalia

I see the paraphernalia industry as a multimillion-dollar business that facilitates and glamorizes drug use. It preys on the drug fantasies, real and imagined, of our youth. I see the paraphernalia industry as one which panders to youth, one which sends messages to them that run counter to everything else that we have taught them about drugs. The unrestricted, blatant sale of all types of drug paraphernalia is confusing to our youth. They must contend with the paradox that the devices to administer the controlled substances are legal but the controlled substances are not. Frankly, as an adult, as a parent, I have no explanation.

The paraphernalia industry, by its very existence, by selling a variety of implements designed for use with controlled substances, is condoning—even advocating—the use of illegal controlled substances which have been deemed by the Department of Health, Education, and Welfare (HEW) to be harmful to the user.

For example, the paraphernalia industry's bread and butter are the devices used with marihuana. Yet we know that marihuana is not safe. Dr. William Pollin, Director of the National Institute on Drug Abuse (HEW), has recently testified before this committee that marihuana use does impair learning, memory, and intellectual performance, and driving and other motor skills. We know that our young people especially suffer from the physiological effects of marihuana. But we allow the paraphernalia industry to thrive and flourish. In short, the paraphernalia industry fans the fire of the growing drug abuse problem. The need for restriction on the availability of the merchandise is clear. There are between 15,000 and 30,000 "head shops" nationwide, in addition to the many stores selling paraphernalia as part of their stocks and the myriad of tables and booths we see set up on our city streets.

The Drug Enforcement Administration has lim-

Peter B. Bensinger

Administrator
Drug Enforcement Administration

*Excerpts from testimony before
the Select Committee on Narcotics Abuse
and Control, U.S. House of Representatives,
November 1, 1979.*

ited resources to target against major suppliers of illegal substances both domestically and internationally. I believe that remedies at the state and local level are far more appropriate than those at the federal level, not because of the dollar value of the merchandise in question but because it is really up to the local community—the citizens of a given area—to decide what kind of environment they want to have. I think that is what it boils down to. The residents of the District of Columbia, Los Angeles, Chicago, New York, or a community of any size anywhere, must decide whether they want to subject their young people to the enticement of drug paraphernalia stores which sell commodities with only one clear use—the abuse of substances we know to be harmful and unsafe for human consumption.

At the request of the President, DEA drafted a proposed Model Drug Paraphernalia Act, complete with a prefatory note and comment on each section. (I have attached that package to my formal statement.) This proposed Model Act will be delivered to the National Conference of Commissioners on Uniform State Laws. I believe that the Federal Government's proposed Model Act is a very much needed and appropriate response.

Early state laws aimed at controlling drug paraphernalia were very ineffective. They dealt with the problem on a piecemeal basis, and were so vaguely worded they could not withstand constitutional attack. In contrast, the proposed Model Act is both clear and comprehensive. It contains a detailed definition of "drug paraphernalia." It includes descriptions of the most common forms. It even lists the kinds of evidence a court should consider to determine if an object is paraphernalia.

This proposed Model Act makes the possession of paraphernalia, when accompanied by an intent to use it with illicit drugs, a crime. Manufacturing and delivering paraphernalia under circumstances

which clearly indicate it will be used with illicit drugs is also made a crime. The delivery of paraphernalia to a child by an adult is made a special offense. And the publication of commercial advertisements promoting the sale of paraphernalia is made unlawful.

Innocent citizens with no intent to violate the drug laws have nothing to fear from this proposed act, but drug devotees and merchants with guilty knowledge will be penalized. Paraphernalia dealers will be especially hard hit. For years they have studied the statutes, determined to violate the spirit if not the letter of this country's drug laws. They have dared to come perilously close to the line separating legal from illegal conduct just to fill their pockets with extra dollars. For these merchants, the proposed Model Act contains a civil forfeiture section, which provides for the seizure and condemnation of their inventories. The civil forfeiture of drug paraphernalia will, by itself, have a major impact on this parasitic industry.

If we are serious about reducing the availability of illegal drugs, then our efforts should not simply remain with the drug-producing countries overseas or focus on the illegal drug distributors of the product itself. We must also recognize the need for preventive education. Furthermore, we must control devices designed primarily for use with illegal drugs.

Whatever the mechanism, we need to reinforce the message that the drug paraphernalia industry should be controlled. Congress should be commended for holding a hearing and calling national attention to a very serious problem. The paraphernalia industry flies in the face of a national drug policy calling for curtailment of illegal substances. DEA stands ready to assist the Congress and the nation in whatever manner may be required.

Prefatory Note

The Uniform Controlled Substances Act, drafted by the National Conference of Commissioners on Uniform State Laws, has been enacted by all but a handful of states. The Uniform Act does not control the manufacture, advertisement, sale or use of so-called "drug paraphernalia." Other state laws aimed at controlling drug paraphernalia are often too vaguely worded and too limited in coverage to withstand constitutional attack or to be very effective. As a result, the availability of drug paraphernalia has reached epidemic levels. An entire industry has developed which promotes, even glamorizes, the illegal use of drugs by adults and children alike. Sales of drug paraphernalia are reported to be more than a billion dollars a year. What was a small phenom-

enon at the time the Uniform Act was drafted has now mushroomed into an industry so well entrenched that it has its own trade magazines and associations.

This Model Act was drafted, at the request of state authorities, to enable states and local jurisdictions to cope with the paraphernalia problem. The act takes the form of suggested amendments to the Uniform Controlled Substances Act. The Uniform Act is extremely well organized. It contains a definitional section, an offenses and penalties section, a civil forfeiture section, as well as miscellaneous sections on administration and enforcement. Instead of creating separate, independent paraphernalia laws, it seems desirable to control drug paraphernalia by amending existing sections of the Uniform

Controlled Substances Act.

Article I provides a comprehensive definition of the term "drug paraphernalia" and includes particular descriptions of the most common forms of paraphernalia. Article I also outlines the more relevant factors a court or other authority should consider in determining whether an object comes within the definition.

Article II sets out four criminal offenses intended to prohibit the manufacture, advertisement, delivery or use of drug paraphernalia. The delivery of paraphernalia to a minor is made a special offense. Article II clearly defines what conduct is prohibited, and it specifies what criminal state of mind must accompany such conduct.

A comment on each section of the Model Act may be obtained from the Office of Chief Counsel, Drug Enforcement Administration.

Model Drug Paraphernalia Act

*Drafted by the
Drug Enforcement Administration
of the
United States
Department of Justice*

Article I (Definitions)

SECTION (insert designation of definitional section) of the Controlled Substances Act of this State is amended by adding the following after paragraph (insert designation of last definition in section):

"() The term 'drug paraphernalia' means all equipment, products and materials of any kind which are used, intended for use, or designed for use, in planting, propagating, cultivating, growing, harvesting, manufacturing, compounding, converting, producing, processing, preparing, testing, analyzing, packaging, repackaging, storing, containing, concealing, injecting, ingesting, inhaling, or otherwise introducing into the human body a controlled substance in violation of this Act (meaning the Controlled Substances Act of this State). It includes, but is not limited to:

(1) Kits used, intended for use, or designed for use in planting, propagating, cultivating, growing or harvesting of any species of plant which is a controlled substance or from which a controlled substance can be derived;

(2) Kits used, intended for use, or designed for use in manufacturing, compounding, converting, producing, processing, or preparing controlled substances;

(3) Isomerization devices used, intended for use, or designed for use in increasing the potency of any species of plant which is a controlled substance;

(4) Testing equipment used, intended for use, or designed for use in identifying or in analyzing the strength, effectiveness or purity of controlled substances;

(5) Scales and balances used, intended for use, or designed for use in weighing or measuring controlled substances;

(6) Diluents and adulterants, such as quinine hydrochloride, mannitol, mannite, dextrose and lactose, used, intended for use, or designed for use in cutting controlled substances;

(7) Separation gins and sifters used, intended for use, or designed for use in removing twigs and seeds from, or in otherwise cleaning or refining marihuana;

(8) Blenders, bowls, containers, spoons and mixing devices used, intended for use, or designed for use in compounding controlled substances;

(9) Capsules, balloons, envelopes and other containers used, intended for use, or designed for use in packaging small quantities of controlled substances;

(10) Containers and other objects used, intended for use, or designed for use in storing or concealing controlled substances;

(11) Hypodermic syringes, needles and other objects used, intended for use, or designed for use in parenterally injected controlled substances into the human body;

(12) Objects used, intended for use, or designed for use in ingesting, inhaling, or otherwise introducing marihuana, cocaine, hashish, or hashish oil into the human body, such as:

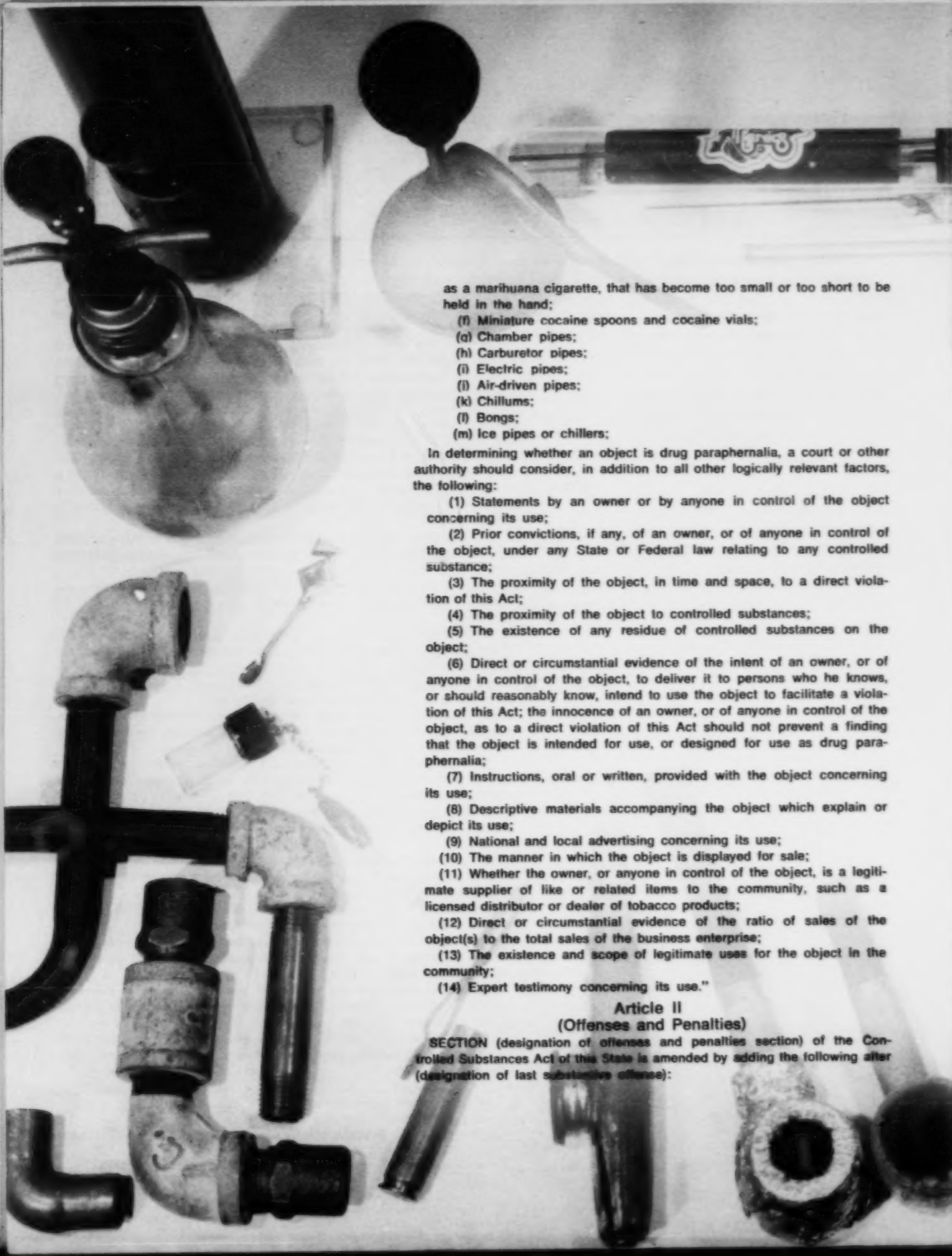
(a) Metal, wooden, acrylic, glass, stone, plastic, or ceramic pipes with or without screens, permanent screens, hashish heads, or punctured metal bowls;

(b) Water pipes;

(c) Carburetion tubes and devices;

(d) Smoking and carburetion masks;

(e) Roach clips: meaning objects used to hold burning material, such



as a marihuana cigarette, that has become too small or too short to be held in the hand;

- (f) Miniature cocaine spoons and cocaine vials;
- (g) Chamber pipes;
- (h) Carburetor pipes;
- (i) Electric pipes;
- (j) Air-driven pipes;
- (k) Chillums;
- (l) Bongs;
- (m) Ice pipes or chillers;

In determining whether an object is drug paraphernalia, a court or other authority should consider, in addition to all other logically relevant factors, the following:

- (1) Statements by an owner or by anyone in control of the object concerning its use;
- (2) Prior convictions, if any, of an owner, or of anyone in control of the object, under any State or Federal law relating to any controlled substance;
- (3) The proximity of the object, in time and space, to a direct violation of this Act;
- (4) The proximity of the object to controlled substances;
- (5) The existence of any residue of controlled substances on the object;
- (6) Direct or circumstantial evidence of the intent of an owner, or of anyone in control of the object, to deliver it to persons who he knows, or should reasonably know, intend to use the object to facilitate a violation of this Act; the innocence of an owner, or of anyone in control of the object, as to a direct violation of this Act should not prevent a finding that the object is intended for use, or designed for use as drug paraphernalia;
- (7) Instructions, oral or written, provided with the object concerning its use;
- (8) Descriptive materials accompanying the object which explain or depict its use;
- (9) National and local advertising concerning its use;
- (10) The manner in which the object is displayed for sale;
- (11) Whether the owner, or anyone in control of the object, is a legitimate supplier of like or related items to the community, such as a licensed distributor or dealer of tobacco products;
- (12) Direct or circumstantial evidence of the ratio of sales of the object(s) to the total sales of the business enterprise;
- (13) The existence and scope of legitimate uses for the object in the community;
- (14) Expert testimony concerning its use."

Article II (Offenses and Penalties)

SECTION (designation of offenses and penalties section) of the Controlled Substances Act of this State is amended by adding the following after (designation of last substantive offense):

"SECTION (A) (Possession of Drug Paraphernalia)

It is unlawful for any person to use, or to possess with intent to use, drug paraphernalia to plant, propagate, cultivate, grow, harvest, manufacture, compound, convert, produce, process, prepare, test, analyze, pack, repack, store, contain, conceal, inject, ingest, inhale or otherwise introduce into the human body a controlled substance in violation of this Act. Any person who violates this section is guilty of a crime and upon conviction may be imprisoned for not more than (), fined not more than (), or both."

"SECTION (B) (Manufacture or Delivery of Drug Paraphernalia)

It is unlawful for any person to deliver, possess with intent to deliver, or manufacture with intent to deliver, drug paraphernalia, knowing, or under circumstances where one reasonably should know, that it will be used to plant, propagate, cultivate, grow, harvest, manufacture, compound, convert, produce, process, prepare, test, analyze, pack, repack, store, contain, conceal, inject, ingest, inhale, or otherwise introduce into the human body a controlled substance in violation of this Act. Any person who violates this section is guilty of a crime and upon conviction may be imprisoned for not more than (), fined not more than (), or both."

"SECTION (C) (Delivery of Drug Paraphernalia to a Minor)

Any person 18 years of age or over who violates Section (B) by delivering drug paraphernalia to a person under 18 years of age who is at least 3 years his junior is guilty of a special offense and upon conviction may be imprisoned for not more than (), fined not more than (), or both."

"SECTION (D) (Advertisement of Drug Paraphernalia)

It is unlawful for any person to place in any newspaper, magazine, handbill, or other publication any advertisement, knowing, or under circumstances where one reasonably should know, that the purpose of the advertisement, in whole or in part, is to promote the sale of objects designed or intended for use as drug paraphernalia. Any person who violates this section is guilty of a crime and upon conviction may be imprisoned for not more than (), fined not more than (), or both."

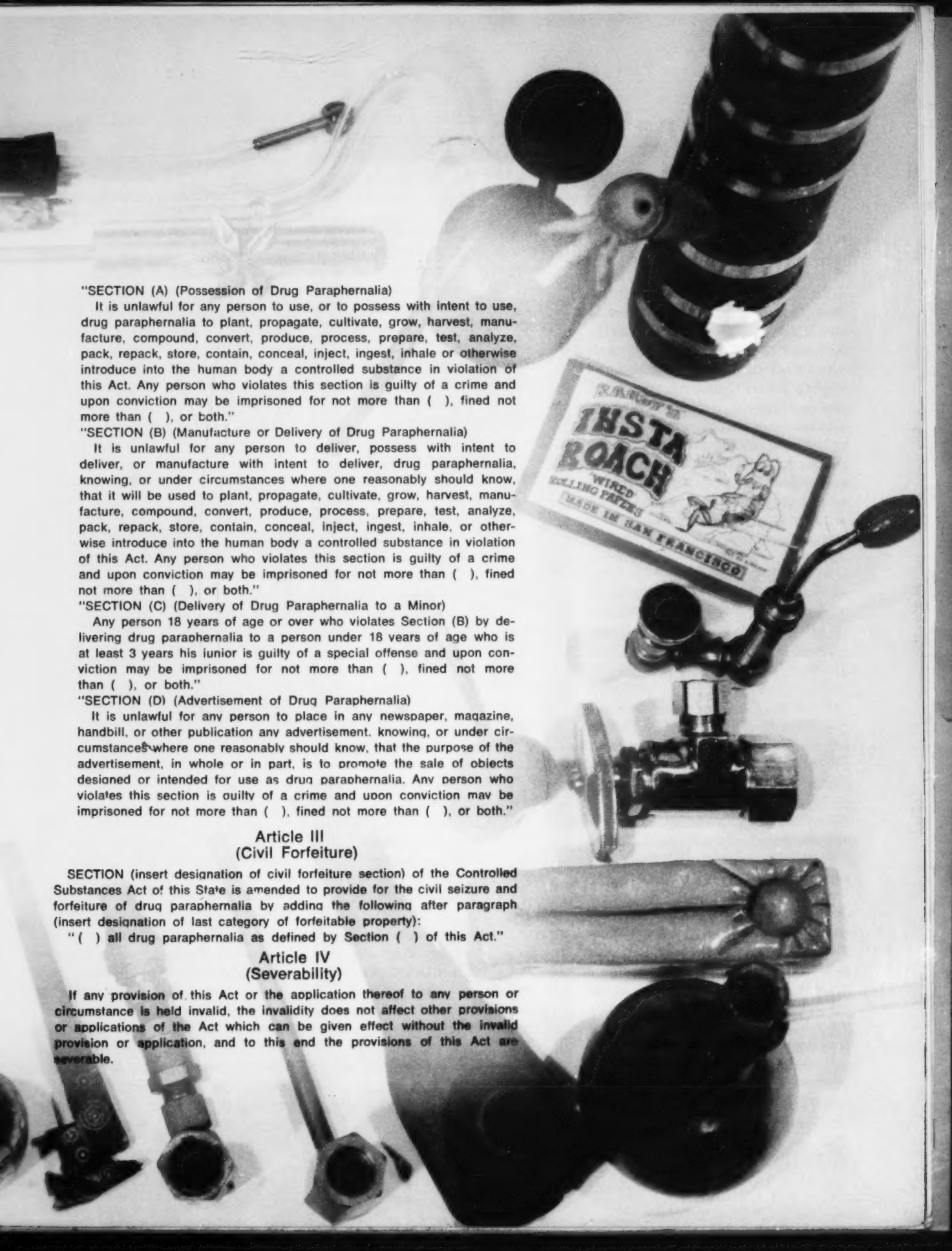
**Article III
(Civil Forfeiture)**

SECTION (insert designation of civil forfeiture section) of the Controlled Substances Act of this State is amended to provide for the civil seizure and forfeiture of drug paraphernalia by adding the following after paragraph (insert designation of last category of forfeitable property):

"() all drug paraphernalia as defined by Section () of this Act."

**Article IV
(Severability)**

If any provision of this Act or the application thereof to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are severable.



Marihuana's Medical Potential

Although marihuana has no currently accepted therapeutic use in the United States, it continues to be under study in a wide variety of research projects. Marihuana's medical potential has recently been reviewed by a group of professionals, the Interagency Committee on New Therapies for Pain and Discomfort. The following is an excerpt from the committee's report to the White House, published by the U.S. Department of Health, Education, and Welfare in May 1979.

Marihuana (cannabis) has been used for centuries as a remedy as well as a stimulant or intoxicant. Its introduction into western medicine as a therapeutic agent took place in the late 1830's. During the remainder of the 19th century, a lively interest continued in exploiting the presumed medical potential of marihuana. Among the conditions for which marihuana was reported to be effective were tetanus, convulsive disorders, neuralgia, migraine, dysmenorrhea, obstetrical labor, uterine hemorrhage, rheumatism, asthma, chronic bronchitis, postpartum psychoses, senile insomnia, depression, gonorrhea, and opium or chloral hydrate addiction. It was also reported to stimulate appetite and to allay the pain and anxiety of patients terminally ill with cancer. In about 1900 when many synthetic drugs were becoming available, there was a decrease in enthusiasm for medical use of marihuana. Such use was further discouraged in the United States by the strict controls on the

substance embodied in the Marihuana Tax Act of 1937. By 1941 it was deleted from the U.S. Pharmacopeia and the National Formulary on the ground that the drug was ineffective.

Subsequently, however, advances were made in understanding the chemistry of marihuana and more recently the major active component (tetrahydrocannabinol or THC) was identified. It also had become possible to synthesize the THC-like compound synhexyl. These developments spurred a renewed interest in the medical potential of marihuana constituents.

The ability of marihuana to produce euphoria suggested its possible use in treating depression, and a number of clinical trials, usually employing synhexyl were undertaken in the late 1940's and early 1950's. Despite some initial enthusiasm for its efficacy in depressed patients, later studies indicated that synhexyl was no better than a placebo. Studies were also made of its possible use for patients being withdrawn from alcohol and opiates, but after limited trials it was concluded that synhexyl was of little value in easing withdrawal. These discouraging results once again diminished enthusiasm for using marihuana or related substances as therapeutic agents.

In 1964, the chemical structure of THC was determined, thus making it possible to synthesize this and other constituents of marihuana. Large and uniform supplies of oral form of THC and other cannabinoids can now be made available for scientific studies and their potential therapeutic value can be scientifically assayed.

One important area of investigation concerns the possible use of THC for the nausea and vomiting caused by the chemical agents and radio-therapy used in cancer treatment. These side effects are ex-

tremely difficult to treat with available anti-emetic drugs.

An initial study appeared to demonstrate a beneficial effect of THC as compared to a placebo in controlling the nausea and vomiting experienced by patients undergoing cancer chemotherapy. Similar studies are now being conducted, but confirmation has not yet been reported in the scientific literature. These trials appear to indicate some beneficial effects.

Another marihuana-related substance known as Nabilone was synthesized in 1972. In preliminary studies, Nabilone was found to reduce significantly the nausea and vomiting induced by cancer chemotherapy in the majority of patients not helped by usual anti-emetics. Recently, however, because of long-term toxicity observed in animal models the sponsor has stopped further clinical trials. It seems reasonable to believe that either THC itself or some other marihuana-related drug will turn out to be useful as an anti-emetic. The Interagency Committee has discussed clinical evaluation of additional analogs of the major marihuana chemical components.

Widespread public media attention has been given to the unanticipated and fortuitous observation that smoking marihuana reduces the pressure within normal eyes and eyes with glaucoma. A survey of the magnitude of this effect was added to an ongoing study of the effects of continued heavy smoking of marihuana. Pressure decreases of up to 45 percent after smoking marihuana were found in patients with glaucoma. For several reasons, however, it is not clear at this time whether smoking marihuana is a potentially beneficial treatment. First, smoking to acquire a medication dose is a less acceptable route of administration for treating the eye than, for example,

the direct application of eye drops. Second, researchers have found that patients given the active component of marihuana, THC, by mouth, developed tolerance to the drug and required continuously increased dosages in order for the THC to be effective. Some investigators feel that the lowering of intraocular pressure resulted from the general state of sedation and relaxation induced by marihuana and not as a direct effect of the drug. Finally, there is no proof that the patient with glaucoma whose intraocular pressure is lowered by marihuana, or THC, is safeguarded against loss of visual function. In contrast, medications and surgery conventionally used to treat glaucoma have been proven to be effective in preserving vision.

Extensive animal experiments have been conducted at the Medical College of Georgia on the mechanisms of action of THC in lowering intraocular pressure. The studies have indicated that THC dilates some of the blood vessels leading away from the eye, consequently reducing the pressure for formation of the aqueous humor which fills the eyeball. Additionally, studies have indicated marihuana may also cause increased aqueous humor outflow from the eye. A considerable amount of additional research will be required to determine the appropriate role of marihuana-related substances in the treatment of glaucoma.

Parent Power

Bruce W. Frazer

Executive Director

Citizens for Informed Choices on Marijuana

Citizens for Informed Choices on Marijuana, Inc. is a non-profit organization whose primary goal is to discourage the use of marihuana, particularly among children.

Some may question the appropriateness of concentrating on marihuana. Why not include other illicit—or, for that matter, licit—drugs? There are several reasons for this: new medical and scientific findings, the increased potency of the drug, the increased frequency of its use, and the dismaying reality that it is now being used by younger and younger children.

Among all drugs in American society, marihuana is the most insidious. The pot smoker is not apt to have a "bad trip." He or she is not apt to lurch, fall down, argue, slur words or have bad breath, as is so often the case with alcohol. Parents do not ordinarily see the problem. And those who experience it lose in the process the ability to judge it. Amid so many misconceptions, the marihuana issue is charged with emotion, so that even the research findings are challenged on moral, rather than on scientific, grounds. Unlike the use of any other drug, licit or illicit, responsibility for it is now understood to rest with those who would prove marihuana harmful.

It is one thing for the expert to prove it, it is another for the parent who would act in the interest of a child. Though parents might seem to be at an extraordinary disadvantage, they are in a position to do more directly to resolve this problem than all the experts combined. To illustrate this point let me tell you a story about Dr. Marsha Keith Schuchard. "Keith" and her husband live in Atlanta, Georgia. They

teach at Emory University. She is a literary historian by profession—not a drug abuse expert.

About three years ago, Keith and her husband gave a birthday party for their 13-year-old daughter. They did all of the traditional things, such as decorating the backyard with lanterns and balloons, cooking hamburgers and hot dogs, and preparing games. Their daughter's friends came, about forty of them. But they did not eat hot dogs and they did not play games. Dusk descended. Groups of children gathered in dark corners. Several of them vomited in the backyard and in the bathroom. Strange cars stopped in front of the house. Strange kids came and went. Finally, the Schuchards recognized that something very unusual was going on and disbanded the party. When they went outside to clean up, they found incontrovertible evidence that the kids had been smoking marihuana.

Keith Schuchard was determined to get to the bottom of this, and she is not one to take no for an answer. She contacted the parents of all the kids who had come to the party and arranged to meet them, one family at a time, to discuss the problem they all had in common.

Can you imagine the kind of response she got?

"Not my kid."

"Bet you drink—you hypocrite."

Undaunted, Keith persevered. She went to all of the surrounding drug treatment facilities and was told invariably that she was overreacting, that children must be allowed to "do their own thing," and, in effect, that marihuana was not so bad. This advice did not sit very well with the Schuchards. So Keith did research on her own at the local medical school and found a considerable body of evidence which indicated that marihuana was indeed a dangerous drug.

Armed with this information, she

went back to the parents. This time they were more receptive. A handful of parents became genuinely alarmed. They shared observations on what the kids in the neighborhood were doing. They theorized that kids were using drugs mainly because of the drug-oriented peer pressure to which kids are constantly subjected. They felt another reason was the commercial glamorization of the whole drug culture by "head shops" and such magazines as *High Times*. They decided it was almost impossible for any one parent to go it alone and do anything significant about such a pervasive problem. And so, working by twos and threes and tens, they established parent peer groups, which paralleled the friendship groups of their children. The single imperative was that parents who belonged to these groups had to agree that it was totally inappropriate for children to be intoxicated from any drug.

If parents can agree on this premise, it is usually possible for them to develop a common behavior code which makes it impossible for Billy to go to his mother and father and plead to attend the rock concert, where it is known that drugs abound, by saying that Johnny's parents are going to let him go. Billy's parents will have already talked to Johnny's parents and they will have agreed that none of the kids are going to go to the rock concert. That is a gross oversimplification, but it is, in essence, the way parent peer groups work. And they do work!

Our organization has worked closely with groups like Dr. Schuchard's throughout the country to develop a series of booklets which we call "Helping Your Child Resist the Marihuana Culture." We have distributed thousands of them through the mail and in the various communities where we have been active. We have received rave re-

views. These booklets, which contain many practical suggestions and ideas for parents, offer a lot of hope.

We are currently developing an advanced state-of-the-art learning system to enable parents to quickly assimilate essential information about the drug culture in general and marihuana in particular. It combines audio cassettes with written reference material and assists parents in fielding the questions that their children will inevitably ask. This system for parents will be out by January 1980, and probably before the end of the year we will have comparable learning systems for educators, law enforcement officers, and perhaps for the kids themselves. Incidentally, we are seeking contributions from individuals, foundations, and corporations, but we do not seek—nor will we accept—money from government sources.

Now let us return to Dr. Schuchard's parent peer groups in Atlanta and examine them from the standpoint of their work with the schools. The parents began working with the new principal of Northside High School, Bill Rudolph, about three years ago. This school is fascinating because of its mix. Not only is it always within one percentage point of being 50 percent black and 50 percent white, but there are about 25 students whose first language is other than English. The school is a microcosm of the city of Atlanta.

What changes have resulted from Bill Rudolph's work with parent peer groups?

- Although marihuana used to be smoked overtly in Northside High, there has not been a single drug abuse incident in the school this year.
- Participation in football and other varsity sports has doubled. It has tripled for junior varsity teams.

- Enrollment in physics courses has increased 300 percent; in chemistry, 100 percent; and in foreign languages, 30 percent.
- Tardiness has been monitored for the last three years by checking home rooms plus six class periods a day. Multiplied by the number of students, there are about ten thousand opportunities to be late each day. Three years ago there were five thousand tardinesses per day. Now there are about 50.
- The school has had three straight years of academic growth as measured by standard academic achievement tests.

And how have these changes been wrought? Bill Rudolph has stressed instruction and discipline. From the instructional standpoint, he feels strongly that the educational community has a professional and moral obligation to find out what the facts are, to disseminate them to the staff, and to incorporate this knowledge into the curriculum. Separate drug abuse prevention courses are taught with the same serious attention to scientific fact as physics and biology courses—whereas drug problems formerly were open to discussion in the social studies curriculum and a connotation of “right and wrong” often crept in.

On the disciplinary side, the police are summoned if marihuana or any other illicit drug is found. He stresses the importance of continually emphasizing to the kids and to the parents that this procedure will be followed. Consistency is the keynote—kids play with ambiguity.

Bill Rudolph stresses that parent peer groups are not only an integral part of the school programs, they are also working with the juvenile court system. By the way, at present there are three Northside

High parent peer groups working closely with the school's PTA and, in addition, working to win the cooperation of children and parents in the surrounding private and middle schools.

A year and a half ago, the Atlanta parent peer group concept spread to Naples, Florida, where changes have already been effected. The Naples schools have not had the program long enough for the kind of results achieved in Atlanta. Nevertheless, daily attendance in the high school has climbed from 83 percent to 95 percent. A key factor here is that volunteer mothers manage the attendance office. Calls to verify absenteeism involve parent talking to parent rather than administration talking to parent. The people from Naples emphasize that this contact has been extremely important. In addition:

- The campus has been closed to “transient traffic.”
- Uniformed “Youth Relations Deputies,” whose primary function is to establish a rapport with the kids, are in daily attendance. These deputies coach teams and attend extra-curricular activities. The kids relate to them. In the event of drug abuse or other legal infractions, the deputies will turn the kids over to law enforcement officers, but this is not their primary function.
- The school has instituted an in-school suspension program which typically runs for three days. Kids caught smoking pot are removed to special rooms where they study under constant surveillance. Adult staff members accompany them to the lavatory or meals. Teachers of the suspended children are responsible for giving them appropriate assignments during the isolation period.
- An important new school

policy concerns grades. If any grade falls two points—for instance, from A to C or from B to D—the student's parents are immediately informed. It is not the low grade so much as the change in grade that could indicate drug use.

- The metal doors have been removed from bathroom stalls and replaced by translucent plastic.

You may think these are stern measures. But the Atlanta and Naples kids understand the reasons for the get-tough rules, and they genuinely appreciate the new educational environment these rules make possible.

As Carol Burnett said recently on the Phil Donahue Show, “If you are scarced to death about your kids, you have to love them enough to let them hate you.”

“Parents, Peers and Pot”

In a book recently published by the National Institute on Drug Abuse, Marsha Manatt, Ph.D., a parent and professional educator, advises parents of children from ages 9 to 14 on topics that include: what you may face if your child starts using marihuana; what you can do to prevent drug abuse within your own family; and how you can work with your school and community to create a healthier, drug-free environment. The booklet, “Parents, Peers and Pot” (November 1979), may be obtained from the National Clearinghouse for Drug Abuse Information, Room 10A56, Parklawn Building, 5600 Fishers Lane, Rockville, Maryland 20857.

Sinsemilla Harvest

A highly intensified sinsemilla eradication program in California by state and local officials, assisted by the U.S. Drug Enforcement Administration, has made a sizable dent in the 1979 harvest of the illicit crop.

Sinsemilla is Spanish for "without seeds." The high-potency marihuana is produced by weeding out the male cannabis plants before they can pollinate the female plants. This causes the female plant to produce more and more THC resin in its flowering buds. Leaves are also carefully plucked to produce a bushier plant loaded with buds and reaching a height of 20 feet.

Most sinsemilla production in California is in the northernmost counties of Humboldt, Mendocino, Del Norte and Lake. However, considerable growth is also taking place in San Bernardino, Riverside, and San Diego counties to the south.

As of late November, 52,165 pounds of sinsemilla had been destroyed. Eighty-one missions had been flown and 65 persons had been arrested so far this year.

For several years sheriffs in each of these counties have waged a limited eradication program with later participation by the California Department of Justice's Bureau of Narcotic Enforcement. Alarmed by the mushrooming illicit cultivation, state and local agencies this year asked DEA to join in a program of maximum effort to check the cultivation growth.

A DEA analysis of the problem showed that a concentrated effort must be mounted because of escalation and the potential of greater criminal activity in the area and elsewhere. Reports from other agencies showed that a false economy was being created in the small communities with the influx of large amounts of money, driving land prices to inflated levels. So the decision was made that DEA would participate in a support capacity.

Western Regional Director Jerry N. Jenson and Headquarters Staff Assistant Walter Sears met with local and state officials in San Francisco in July to work out details of DEA's participation.

Plans were developed for a two-week school in which DEA and specialists from other agencies would teach aerial identification, how to obtain search warrants, eradication techniques, how to make a prosecutable case and similar subjects. The school was held in early August in Santa Rosa. Participating was marihuana expert Dr. Carlton Turner, head of the National Institute on Drug Abuse marihuana research program at the University of Mississippi.

net weight grams

This Cannabis sativa L.

Sinsemilla, organically grown and lovingly cultivated, was harvested at the peak of its florescence, and cured in a most careful manner to insure a "gaze" of an uncommonly promising quality.

The clarity, mellowness and psychoactive power of this smoke may best be retained by storing in a cool, dry and dark cune.

*Low, peace & brown rice—
Your farmers.*

*like the prune, most humans
aren't much good till they're
a little wrinkled.*

DEA, in addition to providing funds for overtime pay, contributed two airplanes for use in the north and one for use in the south. U.S. Customs provided two helicopters.

Nobody knows for sure how much sinsemilla is grown and harvested each year, but it is an illicit multi-million dollar agrobusiness and growing rapidly. Some analysts say it ranks among the state's top 10 crops.

Two things about California sinsemilla are certain. Its THC content is among the highest in the world, ranging up to 8 percent. And it is in great demand—selling from \$1,000 to \$3,000 a pound.

Some of the growers have organized themselves into cooperatives which offer a guarantee of profitsharing in case of loss because of law enforcement efforts or thefts by trespassers. They also aid member growers with sophisticated crop protection techniques, defense attorneys, bail bondsmen, shared labor and other services.

Authorities have also reported an increase in ancillary crimes. There have been knifings, shootings and robbery cases. An unusual increase in local drug use, involving many type drugs, has also been noted.

Many of the growers use modern agricultural techniques and often utilize elaborate irrigation systems, fertilizers, tractors and other farming equipment.

The rugged and sometimes inaccessible northern California terrain provides the grower with the ideal location for growing sinsemilla. Many growers also plant on isolated U.S. Government land which covers a lot of the area.

"The DEA will continue to assist the state and local authorities in future endeavors as it relates to the eradication of sinsemilla marihuana," Mr. Jenson said.





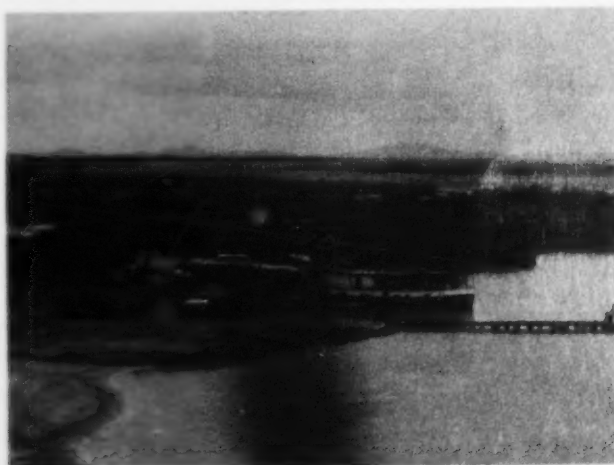
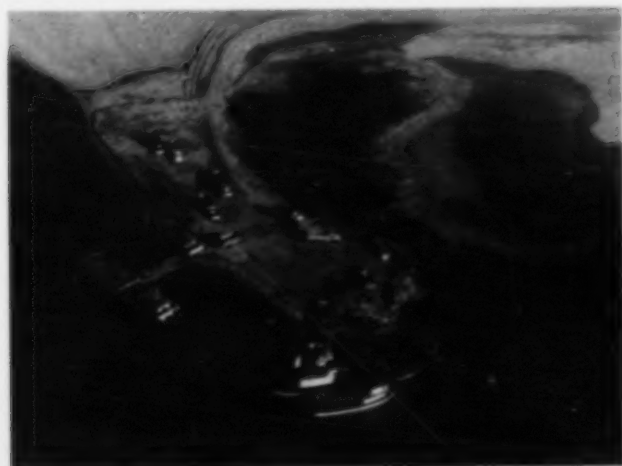
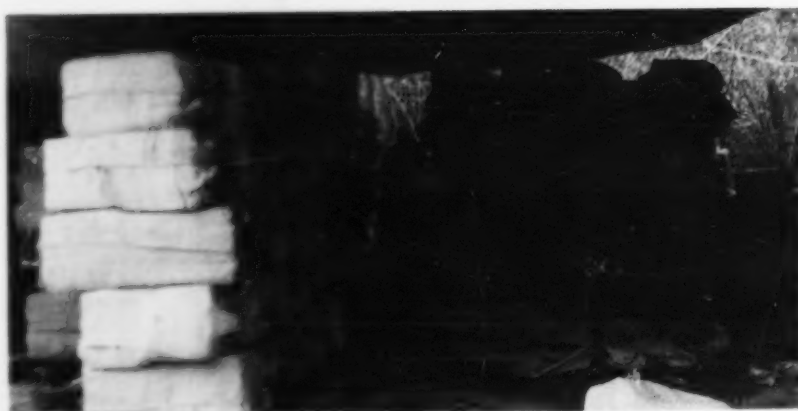


STOP GAP

How much marihuana can be prevented from entering the U.S. ?

Given the combined resources of the Federal Government and the co-operation of all countries concerned, a pilot project was set up to find the answer. The West Indies and its adjacent waters, stretching more than 1,400 miles from the Yucatan Peninsula to the eastern tip of Puerto Rico, briefly became an iron curtain, enclosing the Caribbean Sea. While DEA pilots flew up and down the coast of La Guajira, Colombia, the source of most U.S. marihuana, the El Paso Intelligence Center relayed reports of suspect vessels to U.S. Coast Guard cutters deployed along the Yucatan, Windward, and Mona passages. The State Department was called upon to obtain foreign government approval for boarding vessels in international waters, and the U.S. Customs Service joined in the effort to intercept unidentified aircraft. The 45-day trial resulted in the seizure of 33 vessels and 900,000 pounds of marihuana — at least one-third of the flow of marihuana to the United States.





UNITED STATES DEPARTMENT OF JUSTICE
DRUG ENFORCEMENT ADMINISTRATION
WASHINGTON, D.C. 20537

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President Carter in his full State of the Union Message sent to the Congress on January 21, 1980, made the following statement regarding drug law enforcement:



At the beginning of my administration there were over a half million heroin addicts in the United States. Our continued emphasis on reducing the supply of heroin, as well as providing treatment and rehabilitation to its victims, has reduced the heroin addict population to 380,000, reduced the number of heroin overdose deaths by 80 percent, and reduced the number of heroin related injuries by 50 percent. However, drug abuse in many forms continues to detract from the quality of life and is of great concern to us and the people of all nations.

I am particularly concerned over the increasing quantities of heroin originating in Iran and Southwest Asia and we will continue to be especially alert to this threat in 1980. During 1980, we will also strive to reduce the supply of illegal drugs, both at their overseas sources and within the United States. While continuing a comprehensive treatment program, our priority will be to reduce drug abuse among adolescents. One of the important goals of my administration at the beginning of this decade is to change the social acceptance of drug use.

Drug Enforcement

December 1980

7/2



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To those who
wore these
badges,
this issue is
gratefully
dedicated.





Message from the Administrator

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Peter B. Bensinger
Administrator

Drug law enforcement is not a profession blessed with public recognition. Self-esteem and peer recognition are its real rewards. Our mission is founded on pride and trust in the few who are willing to share the risks.

Those outside the profession are asked to bear this in mind as we pay tribute to our early years in old-fashioned terms of respect. Pride, honor, courage and patriotism are reflected in this historical issue.

There are, of course, great differences between past and present. Those at the frontiers of enforcement did not have the benefits of data banks, printouts, and instant communications, and they learned their manual of operations the hard way as the principles of the nation's drug laws were slowly but surely tested in the courts.

But I think you will be struck, as I am, by similarities as well as differences. The problem of drug abuse control has remained with us. It is not the challenge so much as the response that is continually in a process of change.

This issue is not designed to bring new techniques to your attention, and we are not predicting future trends. We are paying just and well-deserved tribute to the past, and we do so with pride and appreciation to all who served.



VOL. 7 NO. 2

Drug Enforcement

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The Assistant Attorney General for Administration has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing of this periodical has been approved by the Director of the Office of Management and Budget through December 20, 1980.

24. 3/2: 7/2:

A Chronicle of Federal Drug Law Enforcement

Our story is in two parts.

"The Early Years," compiled by the editor, may be found on the left, beginning on page 6.

The photographic story, which appears on the right, is a personal commentary by Jerry N. Rice, Special Assistant to the Assistant Administrator for Enforcement.

Both parts are derived from the lecture notes of Mr. Rice, who for years has served as DEA's unofficial historian at the National Training Institute.

History requires distance, detachment, and thorough documentation. In this issue we may have omitted certain facts and perhaps been overly enthusiastic about our early exploits. Our purpose is simply to recognize the individual endeavor of those who have led the way.



Photo Story

1550 B.C. Ebers papyri name opium among Egyptian remedies.

900 B.C. Homer describes its effect as "inducing forgetfulness of pain."

400 B.C. Hippocrates recommends "hypnotic meconim," the juice of the white poppy, for relief of common maladies in Greece.

50 B.C. Virgil mentions the use of the "sleeping poppy" in Rome. Through the centuries physicians came to know it as G.O.M. — God's Own Medicine. In A.D. 1226 a Dominican friar in Bologna advocated applying a tincture of opium with sponges to the nose to put patients to sleep before surgery. In 1683 Thomas Sydenham, an Englishman, published writings in Amsterdam saying, "Among the remedies which it has pleased Almighty God to give man to relieve his sufferings, none is so universal or so efficacious as opium." None was, and none still is: Narcotics, the psycho-active contents of the opium poppy, are the most potent painkillers known today. But the poppy produced

troubles, too. Traffic in international narcotics started as early as 1729 when Portuguese traders brought into China two hundred chests of crude opium, such as may be seen in the foreground below. By 1800 opiate consumption so concerned the Emperor of China that he prohibited its importation and cultivation. But Chinese exports exceeded imports, resulting in an adverse cash balance for British traders. The only way to balance the books was by sale of this increasingly plentiful commodity. When a Chinese official, Lin Tse-hsu, ordered the destruction of six million dollars' worth of Indian opium stored in Canton warehouses, the British went to war. The first Opium War lasted from 1839 to 1842; the second Opium War from 1856 to 1858. The Chinese lost both wars, and the British won a monopoly of the world opium trade.

GEORGH WÖLFFGANGI WEDELII,
MED. DOCTORIS, PROFESSORIS PU-
BLICI, ET MEDICI DUCALIS
SAXONICI,

OPIOLOGIA

ad mentem

Academiae Naturae Curiosorum.



JENÆ.

SUMPTIBUS JOHANNIS FRITSCHII,
Bibliopolæ Lipsiensis.

Typis SAMUELIS KREBSII

ANNO M. DC. LXXIV.



Photo Story

The hypodermic needle was invented before the thermometer. Alexander Wood, a Scot, was the one who introduced it, and his wife was the first known person to die from an overdose.

It was hoped that the needle would serve to suppress the appetite for opium since it no longer needed to be administered orally. And morphine, refined from opium in the early nineteenth century, was hailed as a drug that could stamp out addiction.

About 470,000 men were wounded on both sides of the Civil War. Thomas Jonathan "Stonewall" Jackson's left arm was among the thousands of limbs that were amputated. Morphine was administered to the sick and dying.

Addiction became so rampant in the wake of the war that it became known as the "soldier's disease." There were also outbreaks of cholera, smallpox, typhus, and yellow fever, and with no cures in sight physicians relied on opiates to relieve the suffering.

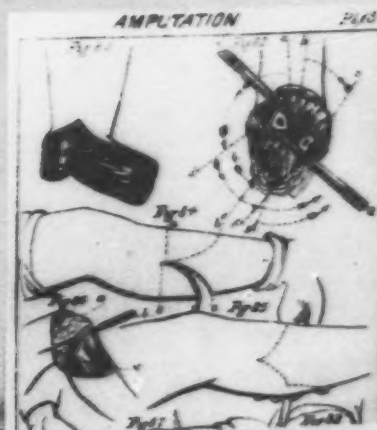
The availability of opiates, however, was not limited to the sick and dying. Doctors used them for everything from insanity to itching and nerve pain. By the

turn of this century, it is conservatively estimated, there were fifty thousand over-the-counter concoctions on sale for the benefit of man and beast, containing a variety of addictive or toxic agents.

Dr. Agnew's Catarrh Powder, a cure for the common chest cold, contained 10 grams of pure cocaine to the ounce. Adamson's Botanic Cough Balsam contained the new and allegedly non-addictive drug heroin. Dr. Brutus Shiloh's Cure for Consumption contained heroin in combination with chloroform. Kohler's One-Night Cough Cure contained morphine sulphate, chloroform, and cannabis indica. Sears-Roebuck catalogues advertised two-ounce bottles of laudanum for 18 cents or a one-and-a-half pint bottle for \$2.00.

There were also a number of colic cures, teething syrups, or other narcotic nostrums for children with statements on the labels such as "Contains nothing injurious to the youngest babe."

In an age of innocence, no one noticed the law of availability.



The Early Years: 1915-1973

The United States has a long history of drug abuse. Legally, we imported opium for more than a hundred years. Morphine was in common use during the Civil War. Heroin was manufactured by the end of the nineteenth century. And cocaine, long a popular tonic, was marketed as a cure for narcotic addiction.

By the beginning of this century there was a steadily strengthening sentiment for outlawing alcohol but little public concern for the widespread use of narcotics. They were plentiful and cheap. Drugstores sold them without a prescription. Grocery stores stocked them. Mail order houses distributed them

across the countryside, for the most part concealed in any number of patent medicines from consumption cures to teething syrups for children. Though the symptoms of narcotic addiction were known, they were not recognized in Main Street America, except as signs of rare moral degeneracy in minority groups or immigrants, essentially a vice or sickness of outsiders.

What pressures there were to control the flourishing international commerce in narcotics came originally from outside the United States. The Federal Government first recognized the drug problem when it took over the governing of the Philippine Islands after the

Spanish-American War. At the instigation of the Right Reverend Charles H. Brent, Episcopal Bishop of the Philippines, President Theodore Roosevelt called for an international conference to take steps to control the opium traffic, particularly in the Far East. A conference was held in Shanghai in 1909, and another one at The Hague in 1911, out of which came the first international opium agreement. The United States then found itself in the awkward position of restricting the use of opium overseas while doing nothing to control it at home. Secretary of State William Jennings Bryan, a staunch prohibitionist, urged the passage of a law that

*Delegation of the United States
to the
International Opium Conference
held at the Hague
December 1, 1911 to January 23, 1912.*



Photo Story

Opposite:

Dr. Hamilton Wright, left, led the American delegation at the Hague Convention. The photograph in the foreground is of the earlier Shanghai Opium Commission.

Many years later, Wright's widow wrote to Harry J. Anslinger:

"The Hague Convention was the first international instrument ever obtained to control opium and dangerous drugs and was only achieved by the greatest difficulty against the stubborn opposition of the nations interested in the opium trade in the Far East. Only through the tact and persistency of the American delegation was this first step for international control achieved.

"President Roosevelt put Dr. Wright in charge of Opium Affairs at the Department of State, where he served until his death. He was responsible for proposing the international meeting in Shanghai and was in charge of its preparation and direction.

"Upon his return from the Shanghai Commission, the Roosevelt Administration had been succeeded by another administration that showed little interest in following up the gains made at Shanghai. For ten months the new administration delayed appropriations, forcing Dr. Wright to work without compensation.

"During the Paris Conference in 1919, when the USA was responsible for inserting the Hague Convention in the Versailles Treaty, members of our delegation said, 'But for Hamilton Wright there would have been no Hague Convention.'

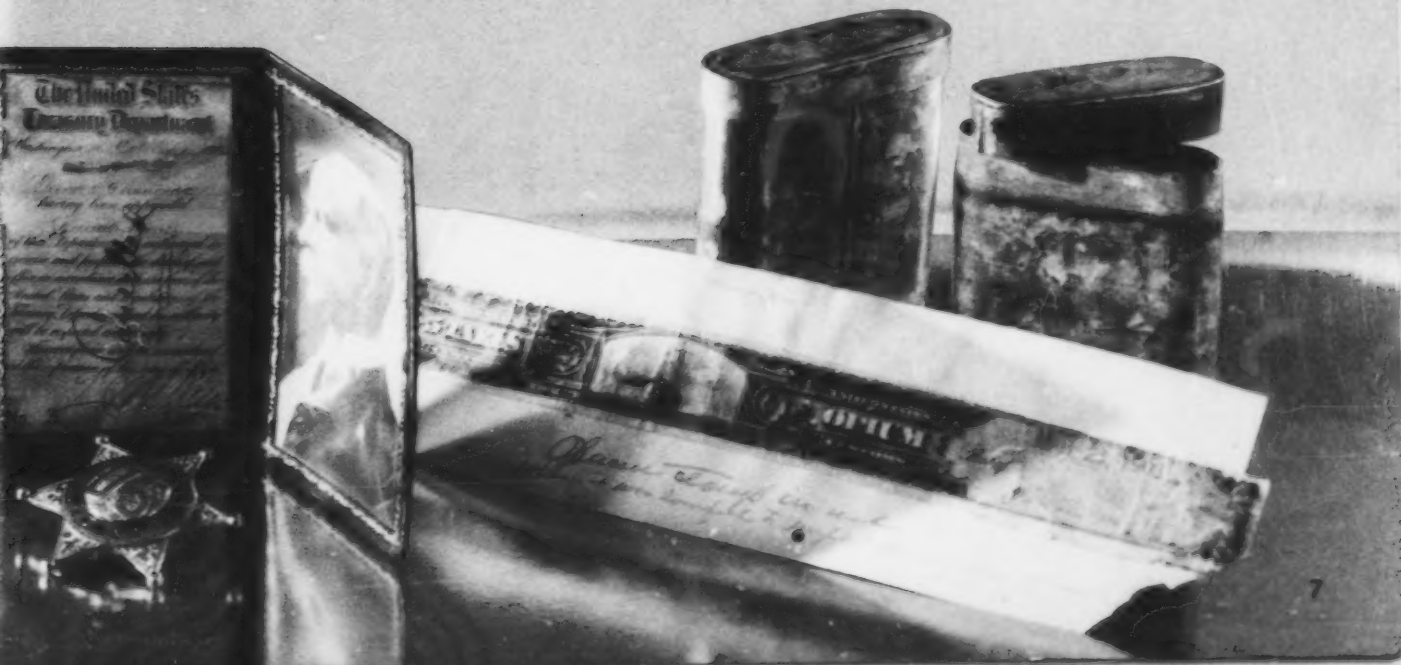
"Bishop Brent, who attended the First Opium Conference at The Hague with Wright, stated: 'I wish to bear testimony to the invaluable services of Dr. Hamilton Wright. I am of the opinion that the majority, if not all, of the delegates present at the conference would agree with me in saying that his grasp of the subject was more comprehensive than that of any other delegate. Without his pertinacity of purpose it is a question whether the Conference could have been brought about.' "

Below:

The credentials, identifying a U.S. Treasury Department Special Agent, state that he is authorized to enforce the "laws of the United States...and his authority will be respected accordingly." They are dated 1903. The badge is typical of those worn by narcotic agents in the Bureau of Internal Revenue prior to 1920. "If you look closely enough," one newspaperman observed, "you can decipher the words 'In God

We Trust.' That's good, because sometimes the officer can do little else."

March 23, 1903, is the date of the Internal Revenue stamp, which shows that U.S. Customs duty has been paid on five taels of smoking opium imported from China. The two tins are from a seizure in San Francisco. Each held five taels of smoking opium — between six and seven ounces.



The Early Years

would fulfill our obligations under the new international treaty.

The Harrison Narcotic Act, establishing the foundations of federal drug law enforcement, was signed into law by President Woodrow Wilson on December 17, 1914. There was little political reaction for it or against it, because nobody knew what it meant. It was broadly believed that any federal regulation of the medical profession would be unconstitutional—an infringement on states' rights. For this reason the new law, at least on the face of it, was no more than a revenue measure, providing for the registration and taxation of those who manufactured or distributed opium, morphine, heroin, or coca products, which have since been included within the legal definition of narcotics. The act made no mention of addicts, and the only violations specified were for failure to register or keep honest records. Section 8, however, said it would be unlawful for anyone who was not registered to

have any of these drugs in his possession. Moreover, there was an ambiguous phrase that said a physician could prescribe narcotics in good faith and "in the course of his professional practice only," which implied, without specifying, a constraint on the otherwise unquestioned authority of the medical profession to dispense addictive drugs.

Since the Harrison Act was a tax law, responsibility for enforcing it was left to the Treasury Department. Under an Assistant Secretary in charge of collections and revenues was lodged the predecessor agency of the Bureau of Customs, the U.S. Coast Guard, and the Bureau of Internal Revenue. While customs officials and the Coast Guard kept control of border smuggling, the Bureau of Internal Revenue undertook enforcement of the Harrison Act. Within its ranks was something called, for lack of a more precise name, the Miscellaneous Division, whose regulatory responsibilities were to include

control over oleomargarine, adulterated butter, filled cheese, mixed flour, cotton futures, playing cards, and last but not least narcotics. It was in these humble surroundings that the first federal narcotics agent was born on the day the Harrison Act became law, March 1, 1915.

In all there were 162 of them. They were allowed to design their own badges. As you can see, if you look closely, some badges were fashioned after the military, others reflect the spirit of the Wild West. But the authority they symbolized would remain for some time in the realm of the imagination. No sooner did the law enter into force than the agents began to arrest physicians and druggists who were indiscriminately supplying narcotic addicts in violation of the intent of the law. In May, however, a district judge declared that an addict could not be held to possess narcotics illegally since he was not allowed to register under the act. Soon another district judge in Florida declared that there was nothing in



Photo Story

Opposite:

The first known photograph of an Internal Revenue Service narcotics seizure shows three members of the Bureau's Miscellaneous Division. On the table beside them is morphine and smoking opium. At the time of this seizure, morphine and cocaine were selling for \$100 per ounce. Smoking opium was selling for \$100 per tin.

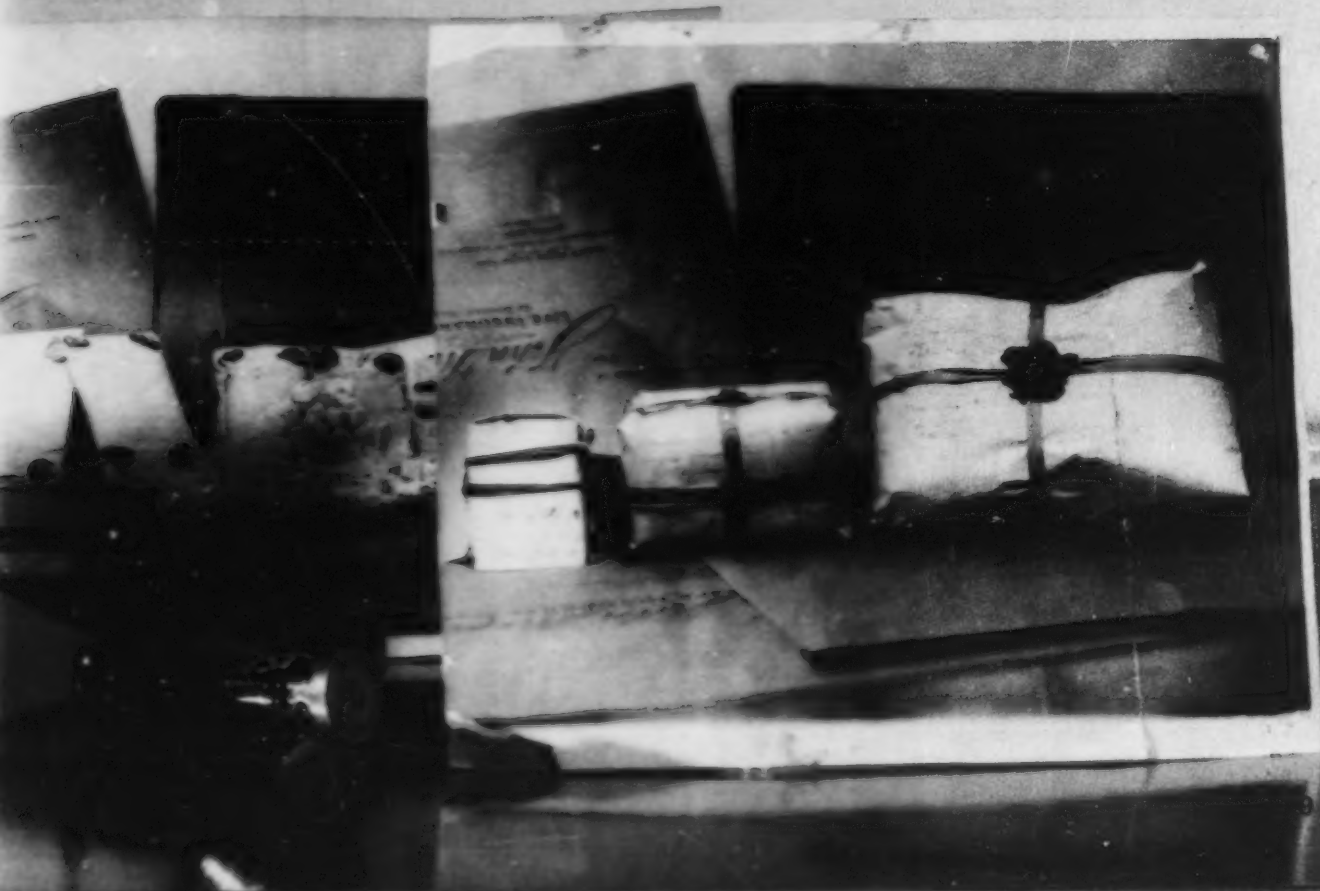
A pair of the earliest known surveillance photographs records a backdoor purchase of cocaine from a Pennsylvania druggist. The agents bought Gray's Catarrh Powder and Blower.

The badge was one that was issued in 1920 with the creation of the Prohibition Unit within the Internal Revenue Bureau. It was worn by 960 Prohibition Agents, 254 Prohibition Inspectors, 170 Narcotic Agents and Narcotic Inspectors, and 21 Special Agents assigned to internal security. When a new dry agent was sworn in, he was issued his badge, handgrenades, a machine gun, and a .45-caliber automatic pistol from the Mexican War with an extra clip and 3,000 rounds of ammunition. The agent needed

his weapons. Most often he worked alone.

Below:

One seizure looks like another, except that these packages of morphine have been sealed in wax. At first each agent was issued his own seal stamp, which bore the same number engraved on his badge. Later, these personal stamps were turned in, and only one stamp was issued to each office. But the use of wax stamps to seal evidence continued until the creation of the Bureau of Narcotics and Dangerous Drugs in 1968.



The Early Years

the law to limit the quantity of narcotics that a physician might prescribe. Flashing their badges, the agents seized 44 pounds of opium before the year was over. In federal courts they managed to get 106 convictions, versus 25 acquittals. Ten years in prison was the maximum sentence.

In 1916 the critical question of who could control the use of drugs in a free society went all the way up to the Supreme Court. Dr. Jin Fuey Moy of Pittsburgh had prescribed a sixteenth of an ounce of morphine sulphate for an addict, one Willie Martin. The case was dismissed in district court on the grounds that any regulation of medicine was a power reserved to the states. The Government appealed, making as much as it could of the argument that the law was

intended to fulfill international treaty obligations. Justice Oliver Wendell Holmes, in the majority opinion, rejected the argument, noting that the act had nothing at all to say about international obligations. By a vote of seven to two, the Court overruled the Government's claim to implicit police powers. That year the Bureau had 663 convictions and 183 acquittals. Although a large number of addicts, convicted under Section 8, were promptly released from prison, the Treasury Department kept their fines.

In the following year, the United States went to war. Opium coming into the country was so severely curtailed that the Bureau of Internal Revenue had to ask Congress to conserve opium supplies. Total seizures for the year were 5.5

pounds of opium, and the year after that, if there was more than a single morphine seizure, the Bureau failed to record it in its annual report to the Congress. Meanwhile, the Bureau was reorganizing what it called its field forces into two classes: collectors and deputy collectors, who assessed as well as collected the taxes, on one side; and agents and inspectors, whose duties were primarily investigative on the other. Since there were few funds allotted to narcotics enforcement, the Bureau changed the title of narcotics agents to plain agent or inspector in an effort to get them more money. Salaries started at \$1,500, and per diem was \$3.00 a day. Collectors and deputy collectors also got a bounty on how much they collected in taxes. To get a top salary of \$4,000 they had to col-

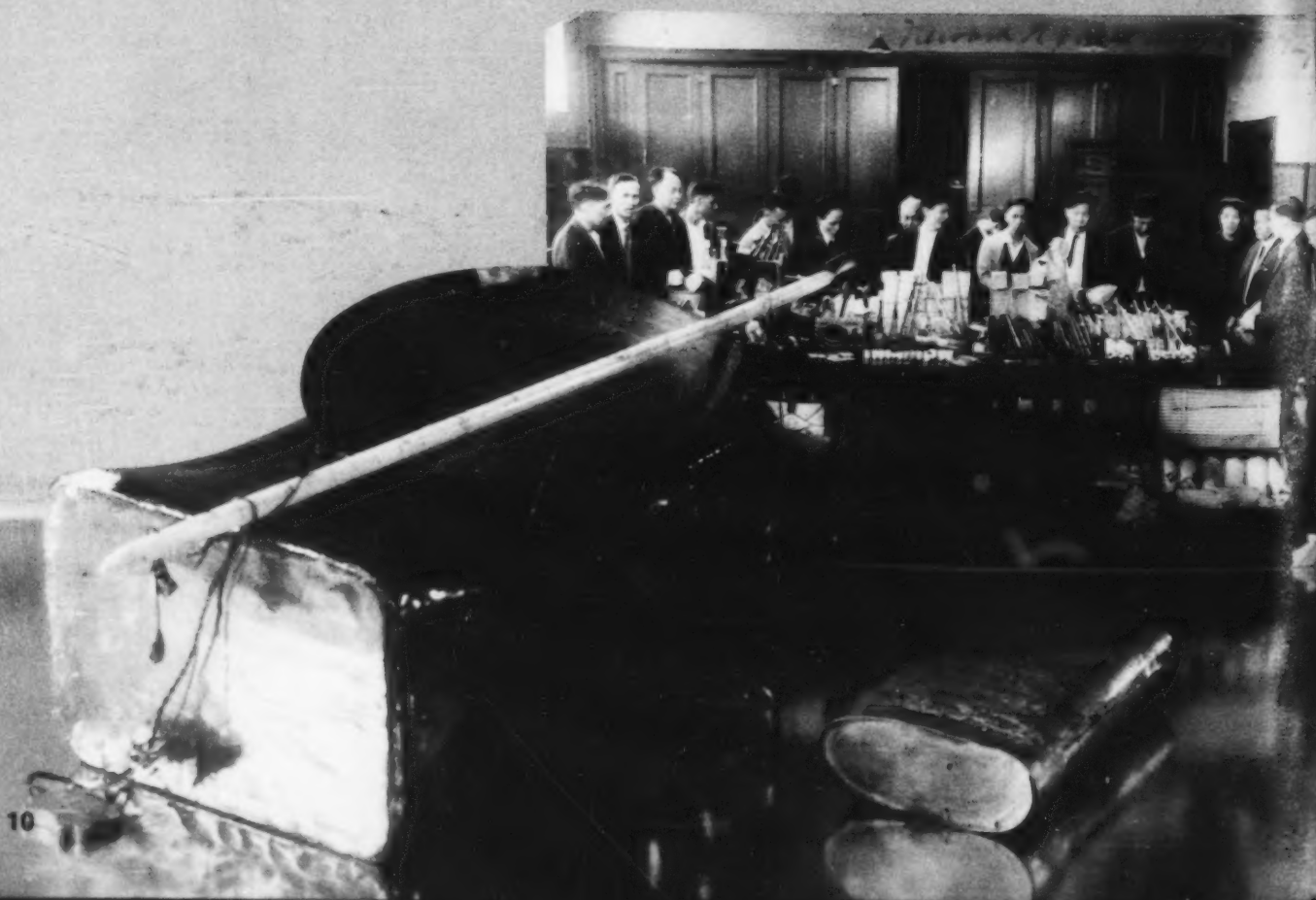


Photo Story

In the Roaring Twenties public concern shifted from the dread vices of the opium den to the more potent and pervasive influence of injectable narcotics. But opium, used primarily for smoking, continued to be at the top of the list of federal seizures for the next two decades.

Narcotics and liquor law enforcement, separate in principle, were in fact often tied up together as is indicated in the following article from a San Francisco newspaper:

"A combined army of federal narcotic agents, prohibition officers and members of the Chinatown police squad descended yesterday upon the elaborate establishment of Sing Fat and Co., the largest

store in San Francisco's Chinatown and one of the largest Chinese importers in the U.S. They combed it from top to bottom of its several stories in a search for contraband of various sorts.

Following an alleged confession that he was the owner of four five-tael tins of opium seized in the raid on the store, Tong Gee, son of Tong Pong, store manager, was charged with violating the Harrison Narcotic Act and the Narcotic Import and Export Act. When federal agents found a large quantity of choice liquors and wines, Tong Pong and two sons, Tong Poy and Tong Kee, and his wife, Lum Shee, were arrested and charged with violating the Volstead Act. The raid on the Sing Fat Store came after five years of patient labor by federal narcotic agents to prove their suspicions that the famous store was the center of a large dope distributing traffic. The raid was made on a search

warrant authorizing Treasury Department agents to search the entire building. It is explained that both narcotics and liquor come under the same head within the Treasury Department."

The photograph on the opposite page shows 18 men arraigned in federal court as proprietors of alleged dens of iniquity in Newark, following a series of raids in which 151 Chinese were held to face deportation proceedings. According to Inspector Joseph A. Manning, Chief Narcotic Agent, the raids were prompted by information that five of the suspects had been marked for death by the On Leong Tong at a recent convention in Cleveland. On the table, the usual contraband, including relics of the traditional opium paraphernalia industry. Opposite: Scales, a headrest, and a standard five-tael tin. Below: A tall container for weights and scales, toy containers for opium or salve, and a one-ounce tin of prepared opium (Navy Cut brand), as well as a pipe and something called a Yen Gow, used to scrape out the residue from a pipe bowl, which could then be cooked into an opium tee called Yen Shee Suey.



The Early Years

lect a million dollars a year. Then, and for many years thereafter, agents worked alone and without official advanced funds. One poor agent wrote the Deputy Commissioner of Internal Revenue from Dallas: "Court just closed here. I got 13 convictions, one for moonshining and the balance for narcotic violations." He added, "I expect to leave here this week for Fort Worth, which has the reputation of being a real dope town. My only experience there so far was the loss of fifteen good dollars two months ago buying an eighth ounce of morphine. I got the morphine and the man all right but not the fifteen, and unfortunately the Revenue Agent here did not have the funds to reimburse me." Another agent reported that he was negotiating for a purchase of 20 cans of opium at \$45.00 a can with a seller he identified as the Mayor of Chinatown in the nation's capital, using a "flash roll" provided from Treasury funds. The bust went down in spite of the fact that he had to rush back and return the funds before the Treasury closed its vault at 5:00 p.m. It then developed that the opium, wrapped in

California newspapers, had come from an old Customs seizure off the West Coast. It was not the integrity of the Government the agent questioned but its security procedures when he reported: "In the Purveying Depot of the Public Health Service, located on the first floor of this building, there is stored a large stock of opium and narcotics turned over to that service by the Internal Revenue Bureau, which has no more protection than a wire grill or screenwork in the windows, and if the peddlers and addicts knew of its existence and accessibility they would break into the building and cart it all away within 48 hours." World War I focused attention on what was then called the "soldier's disease" of narcotic addiction. The Bureau hired a chemist to research a product made popular by the makers of aspirin. The product was heroin. "Morphine and heroin," the chemist observed reassuringly, "could be put on the market only in the form of a hard, gritty or granular powder which would be physically impossible for anyone to sniff. Soldier and sailor alike would not easily become initiated to the injection needle."



First A

THE

Photo Story

In the mid-1920's a new badge was issued with the title "Narcotic Agent." Similar badges were issued to identify a "Prohibition Agent." But a fuss over funding and job descriptions resulted in their recall in favor of one title — "Federal Agent."

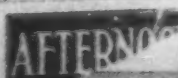
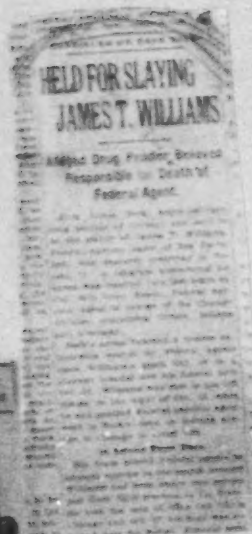
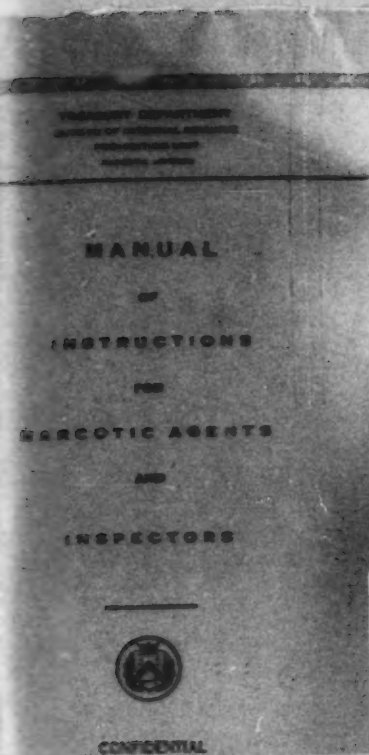
The credentials are those of William Cunningham, issued by the U.S. Customs Service, identifying him as an Internal Revenue Narcotic Agent-in-Charge. In later years Cunningham would rise to the rank of Deputy Commissioner of the Federal Bureau of Narcotics.

The first agent's manual was issued in 1924. It instructed agents promptly to advise a defendant of his rights and to surrender all evidence, warning, particularly, that weapons could not "become your personal property." And it implored agents not to drink.

It was a high-risk enterprise. James T. Williams hounded agents in Indianapolis until they let him work as a freelance undercover agent. He used his own money to buy dope and furnished his own car to the agents for surveillance. Eventually he was hired as a Narcotic

Agent with orders to report to Chicago. Three days after reporting for duty he was dead. A defendant grabbed a pistol from the hands of his partner and shot him through the head. Captured three months later, the defendant got 15 years.

Also in the headlines was the slaying of Narcotic Agent James E. Brown. Working out of Sacramento in 1928, Brown went alone to a ranch near Isleton, California, and arrested a suspected trafficker in opium by the name of Ah Wong. After working ropes loose from his wrist, Wong shot Agent Brown with a .380 pistol. (Another Wong trafficking in opium 22 years later fatally shot District Supervisor Anchor M. Bangs in St. Paul, Minnesota.)



The Early Years

As World War I came to a close, the wave of patriotic fervor that had rolled out to defeat the Kaiser rolled back against our shores. A host of internal enemies, real and imaginary, appeared to threaten the United States: Reds, radicals, anarchists, spies, and the arch-enemy, alcohol. The nation was soon so beset by internal strife that it would withdraw from the League of Nations. The 18th Amendment, after ratification by the states, would be enforced by the Bureau of Internal Revenue over the anguished objections of Commissioner Daniel C. Roper, who saw no reason why a tax bureau should be asked to control the consumption of liquor or, for that matter, narcotics. The reason, of course, was the same—to pursue what was confidently felt to be a moral end

in a way that might otherwise be unconstitutional. But no one knew how to cure addicts or who should control the distribution of narcotic drugs. While the U.S. Public Health Service urged stronger enforcement to halt the narcotics supply, the Revenue Bureau, unhappily in charge of enforcement, proposed the expansion of public health services. Commissioner Roper also asked Congress for an international treaty between the United States, Mexico, and Canada to thwart the resumption of the international narcotics traffic.

The Supreme Court agreed to hear another drug case in March 1919. On the surface it was little different from that of the *U.S. v. Jin Fuey Moy* only three years earlier. It concerned another physician who prescribed morphine to an ad-

dict without any intention of a cure. In an abrupt reversal of opinion, the Court upheld the constitutionality of the Harrison Act, ruling that such a prescription "would be so plain a perversion of meaning that no discussion of the subject is required." While the debate about liquor was still heating up, there was felt to be no more need to discuss narcotics, except, of course, for the old question of whether it was an illness or a vice. In October of that year the Volstead Act was passed over President Wilson's veto, setting the circumstances under which the 18th Amendment would be enforced. In December the Revenue Bureau, having no other option, established the Prohibition Unit, which would remain a thorn in its side throughout the Roaring Twenties.



Photo Story

On the high seas, the name of the game was rumrunning. Off the coast, along Rum Row beyond the 12-mile limit, the Sunset Fleet would wait for mother ships to offload booze, and the U.S. Coast Guard, then known as "Carry Nation's Navy," led the interdiction drive. But the Sunset Fleet had faster boats. The smugglers used smoke-screens, decoy vessels, and elaborate evasive tactics. An organized crime ring bought a submarine and a torpedo boat from U.S. war surplus supplies. One innocent-looking vessel, camouflaged with a smokestack, was actually a diesel-powered cruiser. Another, a high-powered sailboat, had collapsible masts that enabled her to run under low bridges, forcing agents and Coast Guardsmen to turn back in frustration. Several boats were owned by women. "Spanish Marie," a Florida woman who wore a pistol at her hip and a knife in her belt, was captured by the Bureau in 1927,

smuggling narcotics, liquor, and aliens.

The two women in the photograph (left) attempted to smuggle 72 ounces of narcotics, presumably in the spacious folds of their clothes. The incident occurred aboard the S.S. America, an Italian liner, docking at Boston, Massachusetts (center). Undercover agent Salvatore Pacetta set up the seizure and arrests, using his language skills. After questioning the female couriers, he arrested four male accomplices, glumly seated (right). For more on the case, turn to the following page.



The Early Years

The 18th Amendment went into effect on January 16, 1920. Dry Agents, as they were called, were recruited largely from the ranks of disenchanting war veterans through the time-honored system of political patronage. From the beginning they faced a thankless task as they encountered the resentment of state, city, county, and town officials. Originally there were 960 dry agents, and there would never be more than 2,300. Only three of them then earned more than sixty dollars a week, which even in those days, it was acknowledged, was impossible for a family man to live

on in any large city in the country. The Prohibition Unit, one of its many administrators complained, was "a training ground for bootleggers." Another was more lenient, saying, "You can't use Sunday School teachers to nab bootleggers: There is no reason why a man with a criminal record, if he has turned over a new leaf and has convinced us of his good intentions, should not be employed by this Bureau." One dry agent who failed to turn over a new leaf, and would subsequently be sent to prison, estimated that his job was actually worth from \$40,000 to \$50,000 a year.

In the lengthening shadow of Prohibition enforcement, one step down in the table of organization, was lodged the fledgling Narcotic

Division, headed by a former pharmacist, Levi G. Nutt. It consisted of 170 narcotics agents, working out of 13 district offices. In contrast to the dry agents, they had been selected from the beginning under civil service regulations. Though consigned to obscurity, they were granted semi-autonomy and for the first time substantial financial support. More than half a million dollars was allotted to drug enforcement in fiscal year 1920—almost twice the budget of the previous year. Although dry agents were to outnumber narcotics agents by a ratio of more than ten to one, federal prisons would soon hold more violators convicted under the Harrison Act than under the Volstead Act. By the standards of the present, judges and juries were



Photo Story

The principal players in the S.S. America case may be seen beside "Regs 5," as the manual came to be known that governed the laws and procedures used by Narcotic Agents and Inspectors until the passage of the Controlled Substances Act.

From left to right, they are William D. Allen, Narcotic Agent-in-Charge; John B. Sullivan, United States Attorney; and Salvatore Pacetta, case agent.

In the picture of the paddy wagon (center), FBN agents are wearing straw hats — one accompanying the six defendants, the other seeing them off, hands on his hips.

The badge in the foreground was issued after Congress created the Bureau of Prohibition in July 1927.

A Greek vessel, the S.S. King Alexander, docked and members of her crew negotiated with undercover agents for the delivery of cocaine and gum opium. At 4 a.m. five narcotic agents and three Prohibition agents came alongside the ship in a motorboat. The dry raiders climbed a jacob's ladder to board the S.S. King Alexander and secretly work out the details of the transaction. Crewmen spotted uniformed officers on the pier and a ten-minute gun-battle began. When it ended, seven crewmen lay wounded. The agents arrested 25 people in this case.



The Early Years

tough on drug violators, reflecting the mood of the day. In 1921 the Narcotic Division obtained 1,583 convictions, compared with only 119 acquittals, and seized 1,417 pounds of opium, 373 pounds of morphine, 32 pounds of heroin, and 286 pounds of cocaine.

The only unresolved policy problem was what to do about addicts. Levi Nutt was opposed to the ethics of addiction maintenance, except for the old and incurable, and before the year 1921 was out managed to close 44 narcotics clinics. The American Medical Association endorsed the closing of the clinics, saying they only served to perpetuate the problem, but it made the first of many recommendations

that the regulatory control of narcotics be removed from the increasingly violent operations of liquor law enforcement. Theoretically separated, the two were often inextricably intertwined. The Prohibition Unit lost its first agent that year in a whiskey raid at El Paso, Texas. Prohibition Agent Charles Wood and his boss, Chief Prohibition Agent Stafford E. Beckett, were executing a federal search warrant at a ranch house when shots rang out, and a two-hour gun battle ensued. Wood was fatally shot in the back as he tried to crawl away. The murderers were captured and later tried in a state court since the killing of a prohibition agent was not then against federal

law. But El Paso was a wet town, and everyone was acquitted. Before the year was over seven other narcotics agents were dead.

The following year, Prohibition Agent Joseph W. Floyd and three other agents raided a residence in downtown Houston, armed with a search warrant for narcotics and whiskey. He was standing on the running board of a car as it swung into the front yard when the fatal shot was fired, and he died an hour later. After an exchange of gunfire, the occupants gave up, and five persons were arrested, but only one went to trial for violation of the Harrison Act, and he got a year and a day. There were no charges filed for Floyd's murder. Twelve agents



Photo Story

The Prohibition Era would leave a legacy of lawlessness and violence. Narcotic agents, often confused with dry agents, faced broad mistrust and occasional hostility from state and local authorities.

Narcotic Inspector Spencer Stafford was conducting an investigation at a veterinary hospital in Post, Texas. He and his partner purchased evidence from a Dr. L. W. Kitchen. Suspecting that the two might be federal officers, Dr. Kitchen sent for the sheriff, W. F. Cato. Stafford was outside the hospital when the sheriff arrived. When he held up the badge of a Narcotic Inspector, Sheriff Cato cut him down with a Thompson submachine gun. A posse of U.S. Marshals from Dallas had to take the sheriff away from the small Texas community, which was not going to let him be tried. The U.S. Attorney announced that Cato would be tried

under a new law, recently passed after the deaths of FBI agents at the Kansas City Massacre, which made the killing of a federal officer for the first time a federal offense. Sheriff Cato was tried and acquitted. He died a few months later.

The Narcotic Inspector's badge, visible in the foreground, was issued in 1927. An Inspector worked what was then called a compromise case, now more commonly known as a compliance investigation. The qualifications required that he be a graduate of a college of medicine or pharmacy. Narcotic Inspectors would be phased out by attrition in the next half-generation.

In 1929 Congress attacked the Bureau of Prohibition and the issue of Prohibition. A pamphlet called "Reforming America with a Shotgun" was issued by an anti-prohibition group which said 86 federal agents and 200 civilians had been killed

since passage of the Volstead Act. One newspaper put the total at more than a thousand. A cartoon depicted Dry Agents with a smoking pistol in each hand and a badge inscribed "Licensed to Kill." A call for separation of narcotics and whiskey enforcement was now being heard. It was the beginning of the end for Prohibition.



The Early Years

were killed that year, and 23 others were wounded. Speaking of the Volstead Act, President Warren G. Harding told Congress, "There are conditions relating to enforcement which savor of nationwide scandal. It is the most demoralizing factor in public life."

The Narcotic Drugs Import and Export Act was passed by Congress on May 26, 1922. Known also as the Jones-Miller Act, it was the first step in monitoring international commerce in opiates. The act created the Federal Narcotics Control Board, composed of the Secretaries of State, Treasury, and Commerce, to prohibit opium imports for other than medical purposes, to limit ex-

ports to nations with an adequate licensing system, and as amended two years later to outlaw the manufacture of heroin in the United States. Congressional leadership in narcotics control was then in the hands of Representative Steven G. Porter, chairman of the House Committee on Foreign Affairs. His singleminded objective prefigures a priority of policy makers of today. Before anything else could be done to enforce the Harrison Act, he insisted, the flow of narcotics must be controlled at the source. It was Porter who led the American delegation to the Second International Opium Convention, which began in Geneva on November 17, 1924.

The first agent's manual came out that year. An applicant, it stated, "must possess good manners and be of good moral character, attested by at least three reputable citizens who have known him for a period of not less than three years." In those days there were no female agents. There was no sick leave, and agents were expected to work a six-day week for an average salary of \$1,800 a year. The manual instructed agents to advise a defendant of his rights. Though they had no powers of arrest without a warrant, they were further cautioned to turn over prisoners to a peace officer, and swear out a warrant as soon as possible.



Photo Story

In 1927 the Office of the Chief of Special Agents was created in the nation's capital. A hundred and twenty hand-picked men, the cream of the crop, were named Special Agents. They worked only the most difficult cases. They had been relieved of their internal security duties.

Opposite:

For many years the only way to deport an alien was through a conviction under the Import and Export Act. In 1931, however, the law was changed so that deportation proceedings could be carried out after any narcotics conviction. The two men in the center of the photograph were fugitives from a narcotics case. The agents are escorting them back into the United States from Canada under a new treaty agreement.

The passport belonged to a foreign diplomat. He smuggled in 50 ounces of morphine, and was caught in San Antonio, Texas.

Below:

Chief Special Agent E.C. Yellowley telephoned the Agent-in-Charge of the Minneapolis office, Melachi Harney, about a problem child in the service. He was a bright, eager beaver, said Yellowley, by the name of Eliot Ness. But he was causing everybody problems.

Could Harney handle him? Harney could, and did. Under their supervision Ness set up a special squad. The newspapers called them "The Untouchables." The concept of special operations units remains to this day, though the names have been changed to Strike Force, Centac, etc.

Eliot Ness may be seen in the driver's seat of the car at the right.

The license plate was issued in 1930 for the newly formed Federal Bureau of Narcotics.



The Early Years

Annual records of the domestic drug war reveal the accidental death of two more federal agents and 22 defendants.

The Second Geneva Convention was signed on February 19, 1925. Though it would not enter into force for another three years, it provided for a number of far-reaching innovations, including the adoption of an international system of licensing, record keeping, import and export regulations, statistical reporting, and the supervision of the system as a whole by an independent Permanent Central Board (PCB) within the framework of the League of Nations. Meanwhile, the intransigent Porter had walked out of the conference in his impatience with the opium-producing nations. Still estranged from the League, the

United States never signed the treaty. At home five more federal prohibition agents were killed, 89 others were wounded. Twenty defendants were killed.

In 1926, the starting salary of new recruits was raised to \$2,100 annually. If you wanted to enter the profession, according to regulations, you could weigh no more than 185 pounds and must be between 21 and 45 years of age. Moreover, you could not retire until you were 70. Not many lived that long. In April 1926 the Bureau reported a total death toll over the years of 47 prohibition agents and 89 defendants. Congress complained that there was too much killing.

An act of Congress in April 1927 at last relieved the Revenue Bu-

reau of responsibility for liquor law enforcement, creating the Bureau of Prohibition, directly under the Secretary of Treasury. There was an effort to upgrade standards by requiring dry agents to take civil service examinations, which 59 percent of them failed. One dry agent admitted he was unable to read or write. The Bureau's Narcotic Division, however, required recruits to be graduates of an accredited college of medicine or pharmacy with at least a year of professional experience. There were now 286 narcotics agents, operating on a budget of \$1.3 million.

"Most of the daylight robberies, daring holdups, cruel murders and similar crimes of violence are now known to be committed chiefly by drug addicts, who constitute the

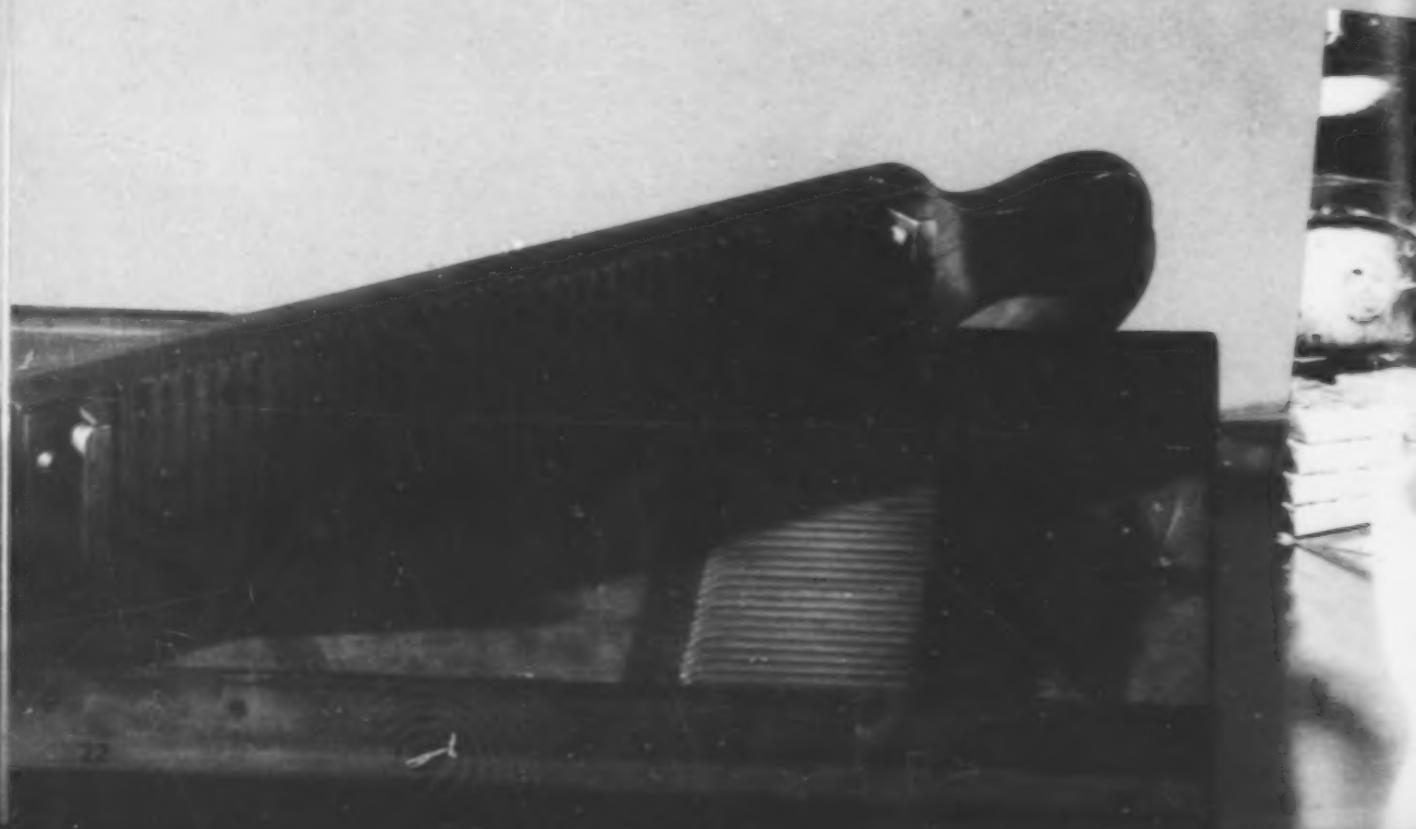


Photo Story

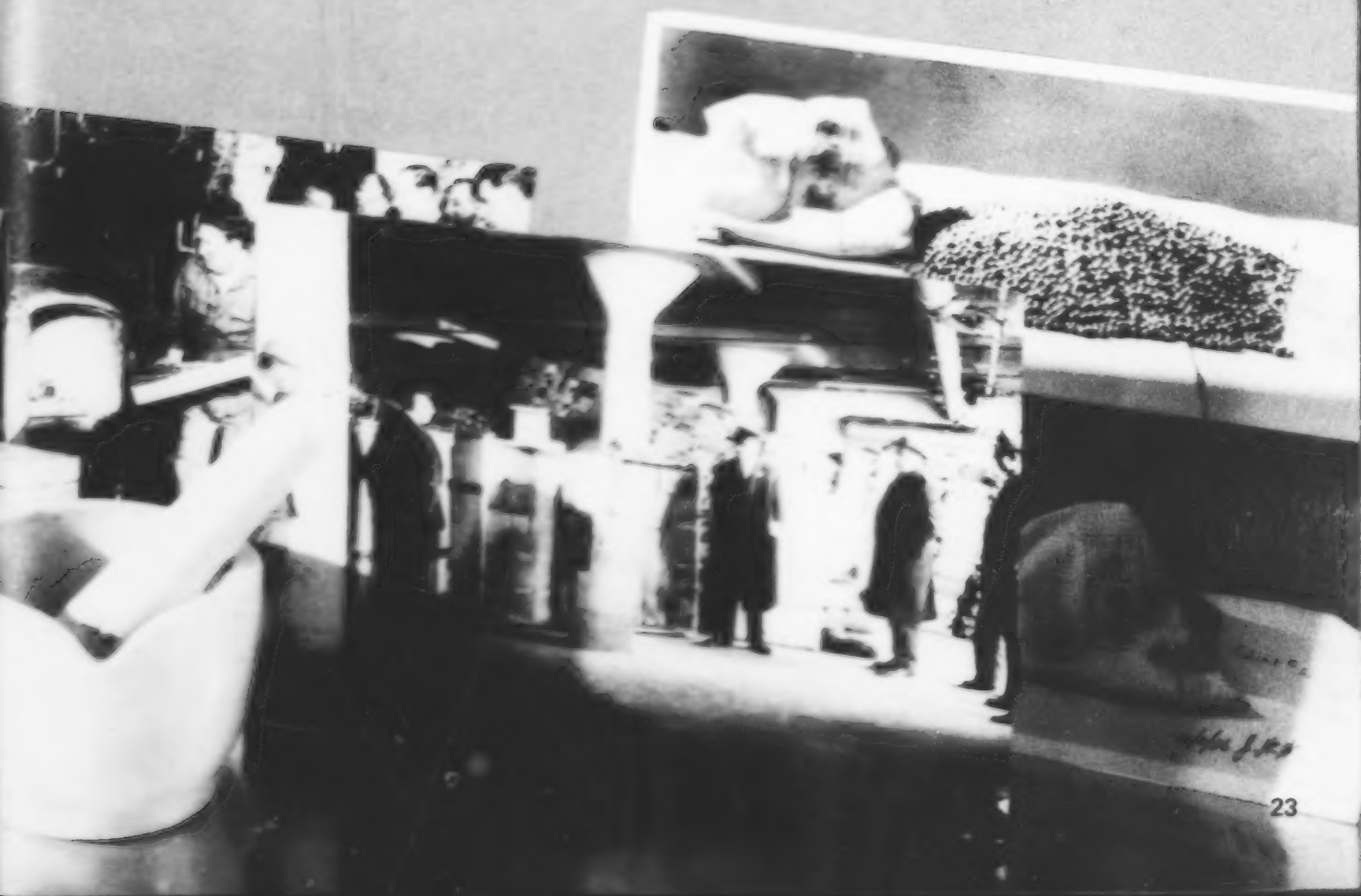
When the S. S. *Alesia* docked at New York City in 1930, FBN agents and Customs officers offloaded 25 cases marked "lurs." The photographs below record the seizure and destruction of the contents — more than a thousand pounds of morphine. The main defendants were not arrested until ten years later. They were the Eliopoulos brothers of Greece. The brothers are credited with being the originators of the "double deal." When their customers became too big and offered competition, the Greeks "snitched" them off to law enforcement authorities. The Drug Barons of Europe, as they came to be known, had dealings with several of our prominent gangsters, most notably Dutch Schultz, Legs Diamond, and Louis Lepke.

In the mid-1930's there was a wave of red heroin pills, selling on the street for

two cents each. FBN agents raided locations in San Antonio, Boston, Chicago, New York, and Washington, D. C., eradicating the red pill menace. They have never been seen since. The crude pill press at the left was seized at a Chinese laundry in New York City. This case led to an undercover investigation of the tongs, secret societies notorious for illegal activities. FBN agents crushed the largest Chinese narcotic drug ring in the country, the Hip Sing Tong. To the agents' surprise, the tongs were getting their dope from Lucky Luciano's organized crime family, not China.

Meanwhile, there were many attempts to merge the new Bureau with some other organization. One of them was nipped in the bud by a note from the President of the United States. "There is no intention of abolishing or merging the

Bureau of Narcotics, especially in view of the fact that we must respect our treaty obligations," the note said. It was signed simply "F.D.R." Another attempt, in 1936, would have merged the FBN and all other Treasury enforcement agencies under the U.S. Secret Service. The Treasury Department endorsed it, but the State Department objected, pointing out that the Bureau was the only agency with special freedom to communicate internationally without going through the office of the Secretary of State.



The Early Years

primary cause of our alarming crime wave," said Richmond P. Hobson, the chief anti-narcotics crusader of the day, in a nationwide radio broadcast on March 1, 1928. "Drug addiction is more communicable and less curable than leprosy. Drug addicts are the principal carriers of vice diseases, and with their lowered resistance are incubators and carriers of the streptococcus, pneumococcus, the germ of flu, of tuberculosis, and other diseases." He closed by saying, "Upon this issue hangs the perpetuation of civilization, the destiny of the world, and the future of the human race." That month Congress passed an important act, authorizing for the first time advance funds for narcotics enforcement, better known as buy money. The first training school was established, offering a six-week course to narcotics agents, who then went out to the field to train other agents.

Federal penitentiaries held more narcotics violators than any other

class of offender, including more than fifteen hundred prisoners known to be addicted. Since addiction maintenance was felt to be intolerable on ethical grounds, it was up to the U.S. Public Health Service, Representative Porter argued, to provide adequate hospital care. The Narcotic Farm Act was passed on January 19, 1929, eventually providing for treatment facilities in Lexington, Kentucky, and Fort Worth, Texas. This was the year of the stock market crash, ushering in the long grey years of the Great Depression. Prohibition enforcement was then in such disrepute that Porter was determined to establish once and for all an independent narcotics agency. Long a prophet of drug enforcement through international control, he also wanted to do away with the Federal Narcotic Control Board and vest its authority in a narcotics commissioner who by training and stature could lead U.S. control efforts overseas. When Levi Nutt was

transferred from the Narcotic Division, amid accusations of family misconduct, the person appointed to take his place as Assistant Commissioner of Prohibition was Harry J. Anslinger. A former foreign service officer, Mr. Anslinger had served as chief of the Treasury Department's Division of Foreign Control, responsible for coordinating intelligence related to alcohol and narcotics with the Department of State.

Representative Porter died only three days before the federal narcotics community — 175 special agents and 271 narcotics agents — finally found their promised land. The Federal Bureau of Narcotics (FBN) was established on July 1, 1930. President Herbert Hoover, on September 25, appointed Harry J. Anslinger Commissioner of Narcotics, a position he would hold under four U.S. presidents for more than three decades.



Photo Story

The Federal Bureau of Narcotics almost didn't get that name. During the arguments in Congress over reorganization of the Bureau of Prohibition, several names were proposed. One Congressman wanted to call it the Bureau of Narcotics and Industrial Alcohol. Another said it should be named the Bureau of Permits. Yet another said names were not important and it should be named the Bureau of Industrial Alcohol.

The Honorable Stephen G. Porter, a long-time advocate of narcotics control, wanted the enforcement of narcotics and whiskey laws separated. No one wanted to create a new Bureau. When the debates died down, Congress created in the Justice Department the Bureau of Prohibition and in the Treasury Department the Federal Bureau of Narcotics.

The FBN came to life on July 1, 1930.

Harry J. Anslinger, the first Commissioner of the FBN, is seated in the photograph at the left. He didn't want his agents to have the powers of Customs

Agents. He merely wanted cooperation. He felt there would be a surplus of manpower if his agents were given the authority to do what Customs Agents were charged with doing. Nevertheless, Congress gave him the power to station FBN agents at U.S. ports of entry.

Our first female agent was Mrs. Elizabeth Bass. An old friend of Eleanor Roosevelt, she started out as a District Supervisor, and played a prominent part in gaining political support from the states for the Bureau's Uniform Narcotic Drug Act.

The man at the right is Narcotic Inspector Wade McCree. He and three others — Josh Taylor, James Fletcher, and William "Cappy" Davis — were our first Black officers, who started their careers in the late twenties and early thirties. Fletcher, third from the left, may be seen in the small group photo. During the period we also hired the first Chinese officer to be employed by any police department in the United States.

He was Gon Sam Mus, and a story about him was carried in two issues of the *Saturday Evening Post* under the title "They Haven't Killed Me Yet."

The badge was issued in 1930.



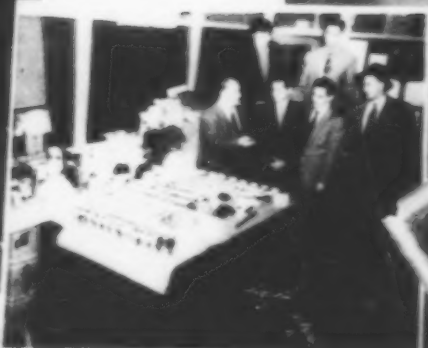
The Early Years

Henceforward, Commissioner Anslinger announced in an order to his field forces, the federal narcotics effort would be concentrated on the sources of supply. The law that created the FBN authorized the Commissioner to enforce the Harrison Act and to administer the regulatory requirements of the Narcotic Drugs Import and Export Act in place of the now defunct Federal Narcotics Control Board. It also gave him authority to assign certain FBN officers at ports of entry. The main enforcement problem in his view was outside the United States, and in the years to come he would spend much of his time overseas. Meanwhile, in the absence of any adequate international instruments of control, he reached personal agreements with the heads of twenty counterpart agencies in for-

eign countries to exchange intelligence. As a result of the new international effort, seizures took a quantum leap from 3,440 ounces of morphine in 1929 to 26,492 ounces in 1930. Among the most memorable seizures were 51 pounds of heroin and 104.5 pounds of morphine aboard the *Ile de France*, in cooperation with British and French authorities, and 214 pounds of morphine shipped in cans from Antwerp to Hoboken aboard the steamship *Innoko*. Another case resulted in the indictment of George and Elias Eliopoulos, later known as the Drug Barons of Europe, following the seizure of 17,500 cans marked "Furs," each containing one ounce of morphine, shipped from Istanbul to Brooklyn aboard the

Alesia. For the present the brothers were beyond the reach of the law. Elias, in Athens, felt so secure that he confided to a federal narcotics agent that he had recently made a trip to China and set up business with an associate in Tientsin. He predicted an annual turnover of tons of illicit narcotics to the United States.

If the FBN was going to commit its resources to the apprehension of major international and interstate traffickers, it was equally important, the Commissioner believed, to be relieved of the burden of what was termed in the annual report for 1931 "the ordinary localized police work of enforcement." His chosen vehicle for enlisting national support, while extending narcotics con-



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Photo Story

The dapper gent on the left is Solomon Gelb. Al Capone's men were purchasing narcotics from this international trafficker. In a nationwide roundup that netted 441 defendants for the "sale of heroin," the FBI caught a number of his lieutenants. Gelb had several passports when caught in 1938. One of the many seizures from Gelb is shown in the small photograph at his feet.

Next to Gelb is a member of the Ziegfeld Follies, rated one of the ten most beautiful women in the world. Like a number of others in show business, she ended up an addict. She was arrested at Los Angeles in 1939 for forging narcotic prescriptions. The woman with the flower in her hair is Billie Holiday, nationally known blues singer. At her trial, years later, she testified that she had a 40-dollar-a-day heroin habit.

The one-ounce boxes of heroin in the foreground are of the White Horse and Red Dragon brands. The earliest seizures of White Horse go back to the twenties. By the thirties the word "horse" was becoming a popular slang word for heroin.

A picture of Richard Bayard may be seen in a display of evidence seized at his plush New York apartment after Narcotic Agent Max Roder purchased from him a hundred ounces of morphine. Bayard's wife is pictured at the right. A collection of dolls and a complete opium-smoking kit were also found on the premises. Bayard's personal smoking pipe was diamond-studded. In the possession of some celebrities were found solid silver syringes with jeweled plungers.

A purchase of evidence in 1934 turned out to be Strychnine. Another was Cyanide of Potassium. Commissioner Anslinger warned: "It has come to my attention that some agents make it a practice to taste alleged narcotics as a preliminary test. All officers are warned to discontinue this practice immediately."



The Early Years

trol to areas that could not otherwise be reached by the taxing power of the Harrison Act, was the National Conference of Commissioners on Uniform State Laws. The Conference had been holding hearings for five years when it met in 1932, at the Commissioner's suggestion, with representatives from the medical profession and pharmaceutical industries. The proposed Uniform State Narcotic Law, substantially as approved by the Conference, eventually would be enacted by almost every state in the Union.

The Great Depression brought with it a deep sense of peril. From the American Southwest came reports of unrest and racial tension attributed by the press to the increasing presence of marihuana, which was suddenly recognized as a "Killer Drug" in the words of a

widely distributed poster. The publicity, the Bureau noted in its annual report, "tends to magnify the extent of the problem and lends color to the inference that there is an alarming spread of the improper use of the drug, whereas the actual increase in such use may not be inordinately large." Commissioner Anslinger was reluctant to let anything deter him from his objective of controlling the traffic in opiates. Raw opium of Turkish origin was entering the country, primarily from French and Italian ports, secondarily from Mexico. Morphine was arriving from Japan as well as from French and German ports. And heroin was replacing morphine as the primary drug of addiction everywhere except on the West Coast. Mr. Anslinger proposed to relegate marihuana control to an optional provision in the Uniform State Nar-

cotic Law. In 1933, however, the annual report noted: "A disturbing development in quite a number of states is found in the apparently increasing use of marihuana by the younger element in the larger cities." Marihuana cigarettes then cost from 15 to 25 cents apiece or three for 50 cents.

"For every agent in our field service," the 1935 report pointed out, "there are ten convicted narcotic violators in the Federal penitentiaries." The offenders included a handful of physicians who went out of their way to challenge the Bureau's authority to impose limits on their profession. Dr. Thomas P. Ratigan, Jr. purchased from pharmaceutical companies 178,000 morphine tablets, which according to the Bureau's reckoning was four and a half times the amount obtained by all the other physicians



Photo Story

The four women at the left were caught with marihuana sold by their dealer in a Prince Albert tobacco tin. The "tin" was widely accepted as a unit of measurement on the street, and still is, only now it is known more commonly as a "lid of grass."

After passage of the Marihuana Tax Act of 1937, if you didn't have a tax stamp like the one shown here, you could expect a hundred-dollar fine for every ounce of marihuana in your possession.

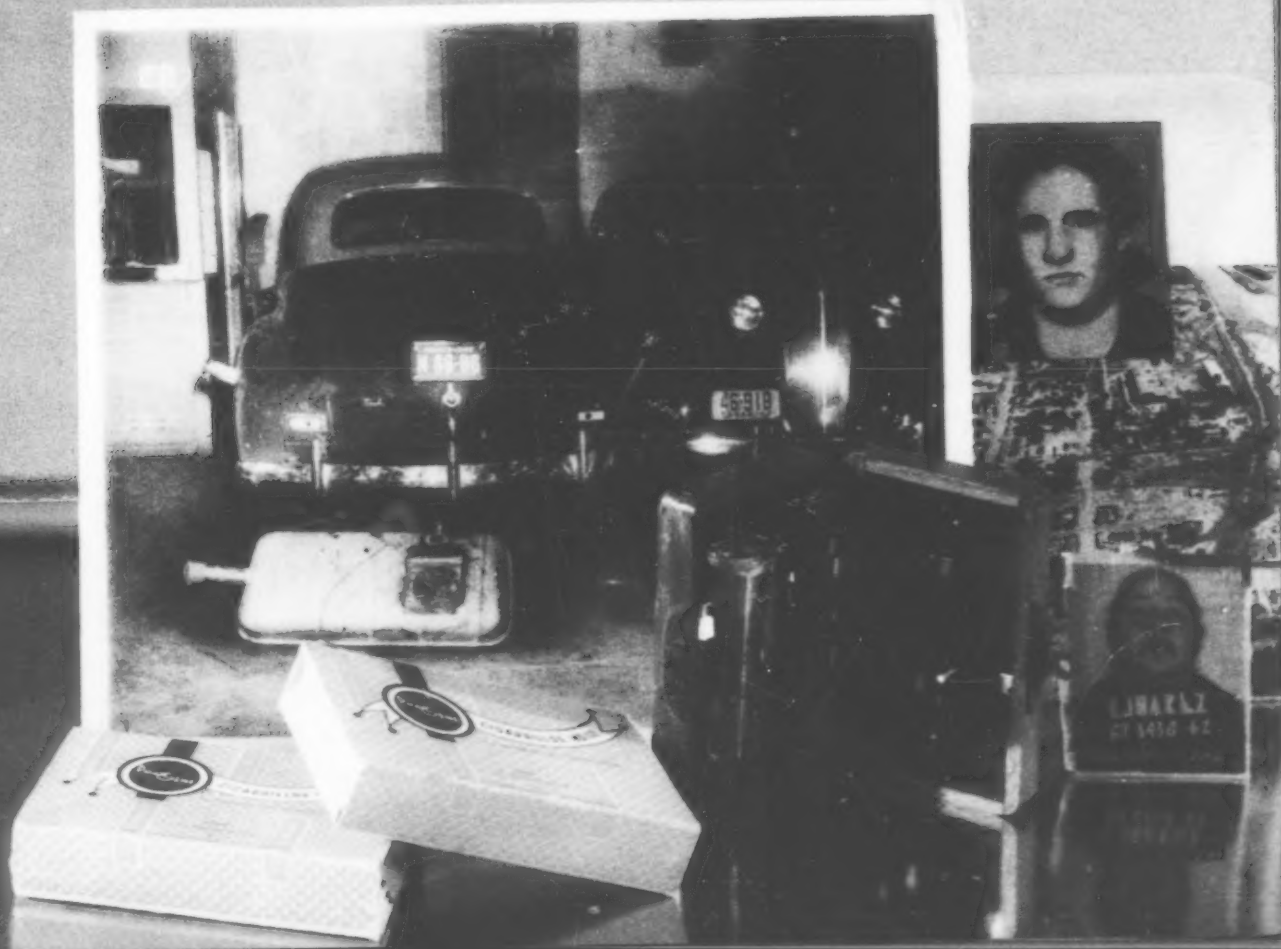
The man in back, sitting on a ton of grass, made a nice living during the Depression until his arrest in Blue Mountain, Mississippi. "Mooters" or "reefers," as marihuana cigarettes came to be called in the thirties, were selling for up to a dollar each.

When World War II closed the sea-lanes, heroin on the street became so weak that many addicts turned to "shooting" paregoric and drinking cough preparations — the so-called "stomach habits." But opium, the FBN found out in 1942, was

being grown in huge quantities in Mexico.

The woman on the right is La Nache, Queen of the Border Dope Traffic. Her real name was Ignacia Jasso Gonzales. She was indicted with 13 others in El Paso, following an undercover investigation that drew FBN agents deep into the mountains of Guadalajara, posing as druggists selling dope to Indians. La Nache took the agents on a tour of her poppy fields and her laboratory. Morphine was smuggled across the border in gasoline tanks like the one pictured here. Several of her confederates were convicted, but extradition of the elusive La Nache was not granted by the Government of Mexico.

In the foreground are two packs of Cigarrillos Indios, a brand of marihuana cigarettes, seized by the FBN. Made in Paris, France, they contained belladonna and cannabis indica. They were distributed mostly in Colombia, Guatemala, Honduras and Nicaragua to ease asthma and bronchitis.



The Early Years

declared: "I would rather be the victim of a murderer than a man selling narcotics. If he was an addict, I might have some sympathy for him. But where people prey on the weakness of a man—where they sell narcotics to these unfortunate addicts—I think there is no adequate punishment."

On the basis of a study by the Public Health Service of narcotic drug addiction, the Bureau stated in its annual report for 1938: "It can definitely be concluded that drug addiction is one of the later phases of the criminal career of the addict rather than a predisposing factor. The progression of events is from criminality to addiction." By now the Bureau had under way its first marihuana research project, cultivating its own cannabis plants on a protected plot along the banks of the Potomac River. "In the fight against narcotics," Commissioner Anslinger warned publicly, "each

victory leads to a new field of battle. Our most recent enemy is marihuana, the use of which as a narcotic was virtually unknown in the United States a decade ago. Out on the battlefield we must ask the actual help of every person. It is a new peril, in some ways the worst we have met, and it concerns us all." In an article entitled "Regions of Sorrow," written at the request of the Benevolent Protective Order of the Elks, he called marihuana "one of the most dangerous and depraving narcotics known." Reflecting the conventional wisdom of the day, he said, "The consumption of one marihuana cigarette is sufficient to push the psycho-neurotic type of person from sanity to madness."

Louis "Lepky" Buchalter, a fugitive in the Katzenberg-Lvovsky case, tiring of intense pursuit, surrendered to federal authorities in 1939. He was convicted of con-

spiracy to violate the federal narcotics laws and sentenced to 12 years in prison. A codefendant in the case was found shot to death in upstate New York. FBN agents made an undercover purchase of heroin from an associate of Lepky, opening up an investigation of Lepke's partner, Emanuel "Mendy" Weiss. As more bodies were found, Lepke's own organization, captained by Weiss, became widely known in the press as "Murder, Inc." Meanwhile, the Bureau's far-sighted Commissioner was making arrangements with drug manufacturers to stockpile a sufficient quantity of opium for the medical needs of the coming war.

The international narcotics traffic had by then been suppressed to the point that heroin on the streets in 1940 was only about five percent pure, and many addicts were reported to be in search of paregoric. The shortage resulted in

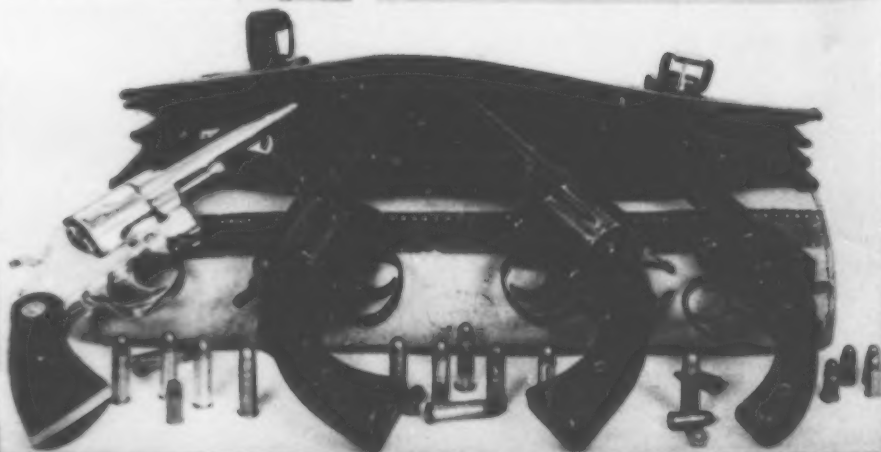


Photo Story

Opposite:

"Pure de Tomate" is on the labels of these sealed cans of smoking opium, smuggled into the country by two officials of the Civil Aeronautics Administration of Mexico. FBN agents arrested nine defendants in Los Angeles, including a recently discharged U.S. Army Air Force pilot. The first mention of Mexican brown heroin was in 1945. With the end of World War II, the demand for Mexican opium and heroin declined, but there was a corresponding increase in the cultivation of marihuana.

The pistols are the working tools of Phillip Chadwick, who worked for Louis Lepke, distributing narcotics out of Dallas, Texas. In developing the conspiracy case against Lepke, it was established that he was selling 30 pounds of heroin a week. Chadwick was of the Pretty Boy Floyd, Machinegun Kelly, and Bonnie and Clyde school of crime. He specialized in "ripping off" wholesale drug firms. FBN agents arrested him with these weapons after he robbed a payroll in Los Angeles.

Below:

Opium shops were still open for business throughout most of the Middle and Far East. The newly formed United Nations asked Thailand to explain the enormous stocks in government opium shops, which accounted for 20 percent of its total revenue. A tentative agreement was reached with Turkey, Iran, India, and Yugoslavia to limit opium production. Iran alone produced annually about 660 tons, well above the estimate of world licit requirements.

The man seated at the right was one of a number of quack doctors prosecuted during the war for dispensing hijacked narcotics to addicts who were cut off from their usual supplies. In 1945 the medical profession voiced concern over the abuse of barbiturates. Since they were not yet recognized as a federal problem, the FBN recommended control at the state level.



The Early Years

a rise of thefts from pharmacies, wholesale houses, and other sources of legitimate drugs. For the first time barbiturates became recognizable as a potential drug abuse problem. As World War II spread across Europe, it effectively closed the Mediterranean Sea to the narcotics traffic. The brothers Eliopoulos, homeless drug barons of Europe, sought sanctuary in France, Germany, the Balkans, Greece, and North Africa, until they had no other recourse than to enter the United States, where in 1941 they were promptly arrested by FBN and Customs agents. "The number one narcotics smuggling combination of all time," as the FBN called them, would be tried, convicted, and ultimately deported. A month before the Japanese bombed Pearl

Harbor, Louis "Lepke" Buchalter, "Mendy" Weiss, and one Louis Capone were convicted of first-degree murder in the state court of Kings County, New York.

The Opium Poppy Control Act of 1942 banned the production of the opium poppy except under license issued by the Commissioner. He also received emergency powers to control the flow of licit drugs in the interest of national defense. The Bureau announced in its annual report that Mexico had become the principal source of supply of smuggled drugs.

In anticipation of an end of the war, Representative Walter H. Judd introduced a resolution urging all poppy-growing nations to agree to

reduce the production of opium to the level of medical and scientific needs. World production of opium was estimated to be 2,647 tons, whereas no more than 440 tons were considered necessary for legitimate purposes. The Judd Resolution was passed by the Congress in 1944. That year an FBN investigation of Charles "Lucky" Luciano led to the arrest and conviction of half a hundred members of the 107th Street Mob, who had been bringing in opium from Mexico, converting it to heroin in New York City, and distributing it on both the East and West Coast. And Louis "Lepke" Buchalter, now Public Enemy Number One, died in the electric chair at Sing Sing.

TREASURY DEPARTMENT
BUREAU OF NARCOTICS

DISTRICT NO. _____ CASE NO. _____
NAME _____ ALIAS _____
ADDRESS _____
EVIDENCE _____

HOW OBTAINED _____ PURCHASED BY _____
WHERE OBTAINED _____ FOUND BY _____
DATE _____ TIME _____
AMOUNT PAID \$ _____
WITNESSES _____

AGENT REPORTING NO. CASE _____
REMARKS _____

Form 50 - (Rev. 1-1-40)

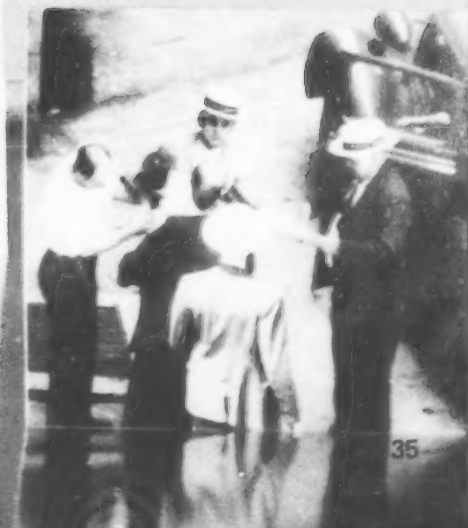


Photo Story

During the war years there was a major migration of Blacks from the south to the industrial cities of the north. FBN wiretaps revealed that the Mafia controlled Harlem. One of the most effective agents in penetrating the Mafia and other organized crime structures was Jaushawau L. Taylor, a Black officer known to the underworld as Cyclone Thompson. Working his way up and down the Eastern Seaboard in a sporty (OGV) La Salle, Cyclone would buy heroin, place it in a lock-seal envelope like the one on the left, and mail the evidence to the U.S. Chemist. The photograph at the right records an arrest of defendants who sold to Cyclone by FBN agents (in straw hats).

The Lucky Luciano family known as the "107th Street Gang" met FBN agents in 1942. The gang was bringing opium into the country from Mexico, taking it to a lab in New York City, and converting it to heroin. An Italian-speaking agent who infiltrated the gang was so well accepted that he was entrusted with guarding a fortune in narcotics overnight. He watched helplessly as the load was turned over to buyers. Thirty-one defendants were indicted and the trail was followed to Boston where 17 others were indicted in the conspiracy. There was also an attempt to penetrate a branch of the family in California, but the local boss would consider no transactions less than \$10,000 paid up front.

Charles "Lucky" Luciano was first arrested in 1915 for possession of heroin in New York City. He received a one-year sentence on a state charge and was released after six months. In 1920 he went to work for Mafia chieftain Giuseppe "Joe the Boss" Massaria, as a rumrunner, dope peddler, and brothel-keeper. Federal Prohibition Agents arrested Lucky for the sale of heroin in 1923, but he turned informant and was released. In 1928 he was arrested for the murder of Arnold Rothstein, a notorious narcotics trafficker and gambler. Afterwards Rolland Nutt, son of Colonel Levi G. Nutt, Deputy Commissioner of Prohibition in charge of narcotics, and L. P. Mattingly, Nutt's son-in-law, were accused of being "indiscreet" in their relations with the late Rothstein. After a federal grand jury investigation, Colonel Nutt was transferred and Harry J. Anslinger was appointed to take his place as federal narcotics chief. But the case against Luciano was dismissed. Luciano, soon took control of narcotics and brothels in Manhattan and in the mid-1930's established himself as one of the heads of the national crime syndicate. In the late 1930's he went to prison in New York, but was paroled in 1945, and subsequently deported to Italy. There, in exile, he continued to run his narcotics empire. He died in 1962.



The Early Years

World War II was over, but as Commissioner Anslinger said of the fight against narcotics, each victory leads to a new field of battle. President Harry S. Truman appointed Mr. Anslinger permanent U.S. representative on the Commission of Narcotic Drugs, established under the Economic and Social Council of the newly formed United Nations. The Commission held its first session in 1946 at Lake Success, New York. Commissioner Anslinger met privately that year with representatives of France, Great Britain, and the Netherlands, whose governments soon announced they were giving up their Far Eastern opium monopolies. He also called on the

Cuban ambassador and advised him of his intention to embargo all narcotic drugs to Cuba unless Lucky Luciano was deported. The President of Cuba signed the expulsion order the following day.

The paramount drug problem of the post-war world was the surplus production of opium, but that was not the only problem. Demerol, a synthetic substitute for morphine, had appeared on world markets in response to the needs of the war. Dilaudid had been produced in limited quantities for the past fifteen years, and now there were others with unfamiliar names like Amidone, Dolophine, Methadone. Each new drug that came along required separate legislation before

it could be controlled until the Bureau in 1946 received blanket jurisdiction over so-called synthetic drugs if demonstrably addictive. Cocaine, virtually non-existent for the past fifteen years, began showing up in quantity at U.S. ports of entry in 1947 and was traced to 17 clandestine factories operating in Peru.

The Commissioner sponsored in 1948 a U.N. protocol to bring synthetic drugs under the same international controls as morphine and other narcotics. The protocol was signed by nearly all nations, including the U.S.S.R. One year later, the U.N. Commission on Narcotic Drugs, in its fourth session, expressed alarm at a rising tide of illicit traf-

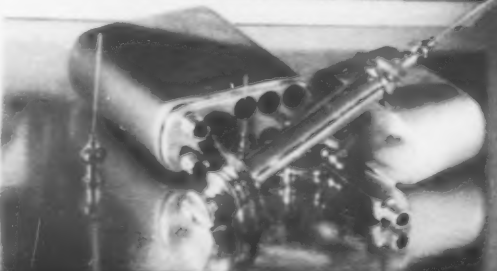
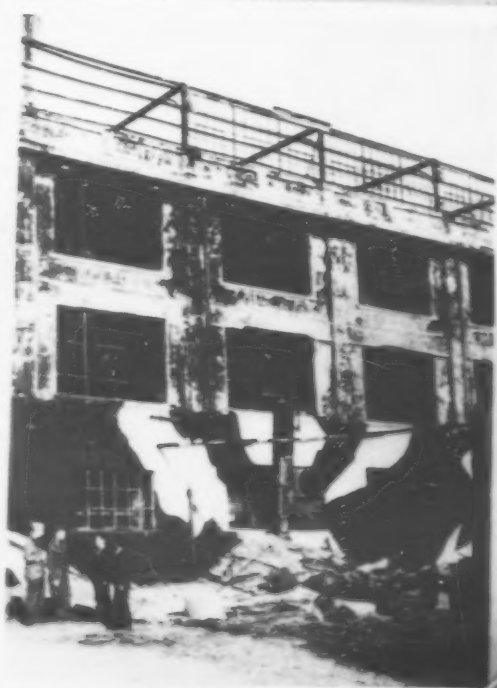


Photo Story

Opposite:

Commissioner Anslinger, his hands in his coat pockets, inspects the nation's cache of crude opium. He had the foresight to stockpile a three-year supply to meet our war-time medical needs. The opium, along with gold, was housed in a vault at Fort Knox, Ky. In 1942 Congress passed the Opium Poppy Control Act, prohibiting the growing of opium in this country except under license by the FBN. With enough narcotics to see us through the war, the FBN did not anticipate issuing any licenses.

The bombed and partly demolished building was once the narcotic manufacturing section of the Hosi Drug Company in Tokyo.

Below:

The man in the civilian hat was one of five federal narcotics agents attached to the staff of General Douglas MacArthur during the occupation of Japan. This scene took place at an illicit opium refining factory in the area. One small factory at Seoul, Korea, had produced 1,244 kilos of heroin in 1938. After the Japanese left Korea, FBN agents and the Korean police, pictured at the right, began to clean up supplies left behind.

"Wherever the Japanese army goes, the drug traffic follows," the U. S. charged before the League of Nations. "In every territory conquered by them, a large part of the people become enslaved with drugs. This is another form of chemical warfare that is as deadly as that of the prohibited gases."

An army booklet issued to Japanese soldiers stated: "The use of narcotics is

unworthy of a superior race like the Japanese. Only inferior races, races that are decadent, like the Chinese, Europeans, and East Indians, are addicted to the use of narcotics. That is why they are destined to become our servants and eventually to disappear."



The Early Years

fic throughout the world. It reached tentative agreement to unify and strengthen eight existing international instruments of narcotics control into a single convention, including, if possible, a provision for limiting the production of raw materials. Meanwhile, the FBN detected a sinister rise in addiction throughout major metropolitan areas. There was another disturbing trend. The median age of male drug offenders received in federal prisons had fallen from 35.5 in 1945 to 31.7 in 1949. To integrate the domestic effort the 1949 Hoover Commission made a recommendation whose time had not yet come. It proposed a transfer of the Bureau of Narcotics to the Department of Justice, pointing out that drug enforcement entails the same set of relationships with state and local agencies as that of other federal law enforcement agencies.

The FBN's annual budget in 1950 was still slightly below \$2 million, while the revenue accruing from

all the applications of the laws, including Customs duties, IRS collections, as well as enforcement fines and forfeitures, was valued at slightly above \$2 million. Although the budget itself was about the same as at the Bureau's inception twenty years before, its agent force had dwindled by this time to about one fourth of the prewar period. Until now Mr. Anslinger had always resisted the temptation to ask for money or men, his instinct being to run a tight ship as close to the wind as possible. For the first time he acknowledged that there should be a substantial increase in the authorized strength of the Bureau, seeing stormy weather ahead. He also asked for tighter laws.

"Do you know that the Federal Bureau of Narcotics has a field force that does not exceed the strength of the police departments of Cambridge, Massachusetts; Sacramento, California; and Hoboken, New Jersey?" Representative Gordon Canfield asked the 82nd Con-

gress. "There is not one police department in any fair-sized community in the country that has not been calling on the Federal Bureau for help, some of these calls being most urgent, because of the interstate or other federal angles involved. And consistently this small band of men in the Bureau is accounting for 10 percent of the persons now serving time in federal penitentiaries." While FBN appropriations had remained at about the same level, he pointed out, those for the FBI had jumped to \$90 million for the next fiscal year.

Irving Wexler, better known as Waxie Gordon, the top man in the beer business along the East Coast before the repeal of Prohibition, was one of a number of well-known hoodlums who drifted into the narcotics traffic. Prosecuted on an FBN case under New York State law as a fourth offender, he was sentenced in 1951 to a term of imprisonment from 25 years to life. Senator Estes Kefauver led a



Photo Story

Opposite:

Opium was still popular in the 1940's. Holding an opium pipe, this enforcement group secretary in Atlantic City, N.J., proudly displays a seizure consisting of smoking opium, paraphernalia, and one-ounce boxes of heroin. For the educated junkie, the boxes were labeled "diacetylmorphinum."

The two round badges were in use until 1944.

Below:

The masked men are not bandits: they are FBN agents apprehending a prisoner on an opium raid in Boston, Mass. The occasion marked the first experimental use of tear gas for which no one was entirely prepared. One defendant leaped from a window to his death.

The silver star, originally designed for the Secret Service in 1890, was adopted by the FBN in 1944. It is the only badge made for the narcotics service by the U.S. Bureau of Engraving and Printing. Most of the early badges were made by the U.S. Mint. This badge was replaced by the gold shield at its left in 1947.

At the right is a sample of Government Monopoly Opium from Hong Kong. After the war it was announced that the U. S. would close down the dens and seize all drugs. The Government did not want U.S. troops tempted by addiction or black market smuggling.

"In the past I have had several occasions to have dealings with agents of the FBN. Two were sent to my town to clean up the dope situation. In two months they made 25 cases. They did not worry about the number of hours they put in. They made no pretense of being super sleuth, and yet were more than just good. They spent most of their time actively engaged in the business of detecting and apprehending persons dealing in marihuana and narcotics, and not so much time in obtaining just hearsay evidence and the like. They cooperated wonderfully with other law enforcement agencies and did not play 'big dog.' They did not put on a show of being on a great secret mission. They did not seek to take credit before the public for something that they did not do, but instead let local officers have credit for things that the agents had done. I believe the American public is getting more than a dollar's worth of work for every dollar spent on the FBN."

— Letter from a prosecuting attorney in Texas to a member of Congress in 1952.



The Early Years

Senate investigation into organized crime, focusing public attention on the drug traffic. Representative Hale Boggs introduced a bill asking for mandatory minimum sentences, particularly aimed at second and third offenders. The Boggs Act of 1951 imposed two to five years for first offenders along with a fine up to \$2,000, five to ten years for a second offense, and ten to fifteen years for any subsequent offenses.

The Bureau did not subscribe to preventive programs that tried to turn young people from the path of drug abuse, pointing out in its annual report for 1952 that prohibitions in themselves may only serve to attract the young. But in response to a demand for literature on the subject, it published that year a pamphlet entitled "Living Death—The Truth about Drug Addiction," reflecting the temper of

the times. "Teen-age drug addiction," it said, "in its inception and in its continuance is generally due to vice, vicious environment, and criminal associations, but it cannot be too strongly emphasized that the smoking of the marihuana cigarette is a dangerous first step on the road which usually leads to enslavement by heroin."

The U.N. Opium Conference convened in 1953 to confront the task of curtailing surplus opium production, still about four times the medical requirements of the world. A protocol for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium was signed by all of the nations attending before the end of the year. Henceforth stock inventories and estimates of licit opium needs were to be submitted to the

Permanent Central Opium Board. Acknowledging the Commissioner's leadership in this effort, the Hoover Commission Report of 1954 stated, "Fortunately for us, the head of this bureau has stood for twenty-five years as the greatest single bulwark against the spread of drug addiction throughout the entire world."

Senator Joseph McCarthy led televised hearings into the alleged infiltration of the U.S. Army by Communists in 1954, while the Bureau began moving in on an enemy even closer to home, the Mafia. Among those charged with importing a dozen kilos of heroin a month into the United States and Canada was Joseph Valachi. Although his conviction on narcotics charges was reversed by the U.S. Court of Appeals, he was soon to become the most famous of the Bureau's in-



Photo Story

Opposite:

Saul Gelb was a major heroin dealer in Manhattan for more than two decades, reputedly taking the place of the infamous Waxey Gordon as "Public Enemy Number One." At the left, a seizure from Gelb of two million dollars' worth of heroin, opium, and a tablet-making machine. Said one retired narcotics agent, "If he's still alive, he's still dealing."

Another seizure, proudly surveyed by the case agents, was described by New York City newspapers in 1954 as "the biggest single haul by narcotics agents in 30 years."

Below:

Nathan Behrman and Anthony J. Vellucci, both important members of organized crime, sold heroin to our undercover agents in New York City. After several weeks of surveillance, the agents raided an apartment where nar-

cotics were known to be kept. The evidence was nowhere to be found until they opened up the ottoman shown here. It held 30 pounds of almost pure heroin.

The Boggs Act of 1956 ordered all heroin off apothecary shelves within 120 days. The bottles shown here were surrendered from a country pharmacy in July 1980.

Black-and-white "upright" credentials were issued in the fifties with the U. S. Treasury seal embossed on the agent's photograph.



The Early Years

formants—or “special employees” as the agents were instructed to call them in those days.

In the first half of the 1950's the average length of narcotics sentences in 86 U.S. district courts had doubled, from two years to four years, largely because of the penalty provisions of the Boggs Act. After the Congress unanimously passed the Boggs-Daniel Narcotic Control Act of 1956, the average length of sentences rose in the next two years from four to six years. The Act provided a mandatory minimum sentence of 5 years in prison for a first offense of illegally selling narcotic drugs or marihuana, and from 10 to 40 years for subsequent offenses with no possibility of probation, parole, or suspension of sentence. The act further broadened the authority of both the FBN and Customs to execute search warrants at any time of the day or

night. It also authorized the Bureau to provide professional training for state and local law enforcement officers.

The strong national reaction to the threat of the post-war drug traffic led to a counterreaction in related professions of medicine and the law. The American Bar Association touched off a controversy when its Commission on Organized Crime announced its disapproval of minimum mandatory sentences. It formed a joint committee with the American Medical Association to look more deeply into the drug problem in both its legal and medi-

cal dimensions. Meanwhile, in November 1957, public attention turned to the meeting of the Mafia at Apalachin in upstate New York, attended by a number of top traffickers, including Carmen Galante, “Big John” Ormento, Natale Evola, and their host Vito Genovese. They were among 37 defendants indicted in July 1958 by a federal grand jury in New York City, following an FBN investigation of a conspiracy to smuggle heroin in hundred-kilo lots from Europe, via Cuba, to the United States. It was in that year that the interim report of the Joint ABA/AMA Committee came into



Photo Story

Opposite :

FBN agents in San Francisco took in six pounds of heroin from mainland China and several defendants shown at the left. In 1954 the FBN had only one agent in the whole of Asia.

The bucket being inspected in the small foreground photograph contained a tin of morphine shaped to fit in the bottom and soldered to be water tight. The bucket was filled with soy sauce. FBN agents, working with U.S. Customs officials, seized a hundred of these buckets from a Japanese ship in Seattle.

The badge was designed by an agent in New York City, who said, "If you turn the shield upside down, and hold your thumb over the eagle, it looks just like the New York Detective shield." Called the "Sunburst" badge, it saw more wear than any of its predecessors — from its adoption by the FBN in 1953 to the creation of BNDD in 1968.

Below:

The Cold War, climaxed by a hot war in Korea, stirred up hostility toward the Communist Chinese. The United Nations alleged in 1955 that mainland China was the principal source of opium, morphine and heroin coming into the United States. Tracking acetic anhydride, an essential precursor for heroin production, the FBN found that 5,000 tons of the chemical had been shipped to the Far East.



Smashing RED CHINA'S FIFTH COLUMN

BY EDWARD S. SULLIVAN

The Early Years

the hands of Commissioner Anslinger. While acknowledging that strict law enforcement has its place in controlling narcotic drugs, the report questioned the impact of federal enforcement and urged the development of techniques to prevent addiction. Mr. Anslinger responded to the report with a note to the Committee, saying, "I find it incredible that so many glaring inaccuracies, manifest inconsistencies, apparent ambiguities, important omissions, and even false statements could be found in one report on the narcotic problem."

In 1959 Vito Genovese, the alleged leader of organized crime, was sentenced to 15 years in prison and a \$20,000 fine, and so was Joseph DiPalermo. Salvatore Santora, a defendant in the same narcotics case, was sentenced to 20 years, and 12 other Mafiosi received less severe sentences. Twenty who had attended the meeting at Apalachin were found guilty of conspiracy to

obstruct justice. "The successful outcome of the Apalachin trial," Attorney General William P. Rogers wrote to the Commissioner, "was due in no small measure to the diligent investigation and careful marshalling of the facts by the FBN. You certainly deserve congratulations for the major contribution you have made in this great team victory against syndicated crime." In another case, following undercover negotiations with the FBN, Giuseppe Cotroni, whose headquarters were in Montreal, was arrested by the Royal Canadian Mounted Police. He received a sentence of 10 years in prison. Joseph Valachi, a fugitive at the time, was arrested by FBN agents, who then accidentally ran out of gas on their way to his incarceration. The obliging Valachi

advanced them funds to complete the trip. He received a sentence of 15 years.

The number of federal narcotics agents stationed in Europe could then be counted on the fingers of one hand. The Bureau, however, was about to become a worldwide organization. In the summer of 1960 an FBN agent in Beirut obtained information that a man by the name of Tarditi was suspected of smuggling morphine base from Lebanon into France. When a second FBN agent in Paris learned from colleagues in the French Sûreté that Tarditi had recently returned to France from a trip to New York City, he was placed under surveillance. One of this friends turned out to be the Guatemalan ambassador to the Netherlands and Bel-



TRAFFIC IN OPIUM *and other* **DANGEROUS DRUGS**



Photo Story

When the FBN started to become a global organization in the 1960's, overseas work was rewarding but hazardous.

Twenty-five kilos of morphine base were recovered from smugglers in Syria, but not before a desert patrol fought a long gunbattle with the gang.

Several other gunfights were held with as many as 30 smugglers at one time in Turkey.

Along the French Riviera, FBN agents helped the French seize 112 kilos of heroin hidden in sheep pelts.

One of the agents, posing as a ship's captain in Marseille, participated in the seizure of 45 kilos of morphine base.

That same year in Marseille, the FBN uncovered the largest clandestine lab ever closed down in France with 105 kilos of heroin and 85 kilos of morphine base.

With our counterparts in Thailand 715 kilos of prepared opium were seized concealed in cans of pineapple.

And with the Mexican Federal Judicial Police FBN agents captured nine

Yaqui Indians delivering opium.

On the opposite page, the surprised defendant getting out of a car is Kiam-How. He was caught delivering 25 kilos of "999" morphine base in Bangkok.

The other photographs record a raid on a clandestine morphine base laboratory in Manisa, Turkey. Turkish officers, accompanied by FBN agents, may be seen inspecting one of six nylon bags of opium in the process of being converted into morphine.



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gium, Mauricio Rosal. The Ambassador, travelling with diplomatic immunity, and Tarditi on a separate flight were followed to a rendezvous in New York City and arrested as Rosal was unpacking from his luggage a hundred pounds of heroin. It was then the largest heroin seizure on record. The Bureau closed several of its branch offices in the United States and reassigned personnel to Europe, South America, the Middle East, and Southeast Asia.

On March 30, 1961, the representatives of 74 nations signed the Single Convention, synthesizing more than half a century of thought and experience in the international control of narcotic drugs. That year Joseph Valachi, in the Atlanta Federal Penitentiary, received the ceremonial kiss of death from his cellmate, Vito Genovese. By now Valachi faced a second term of 20 years for violation of the federal narcotics laws. After bludgeoning

to death another inmate with an iron pipe, and having nothing else to lose, he was ready to tell the American public all it wanted to know and more about the Mafia.

In 1962 the Supreme Court struck down a California statute that made addiction a criminal offense, declaring it unconstitutional under the Eighth Amendment. Harry J. Anslinger, having reached the mandatory age of retirement, left the Bureau in the hands of his deputy, Henry L. Giordano, who issued a statement saying, "The Bureau of Narcotics subscribes completely to the view that the Federal Government does not consider drug addiction a crime." President John F. Kennedy appointed Mr. Giordano Commissioner of Narcotics in August. One month later the President convened a White House Conference on Drug Abuse under the chairmanship of his brother,

Attorney General Robert F. Kennedy. "There are a thousand hacking at the branches of evil to one who is striking at the root," the Attorney General stated, quoting Henry David Thoreau. "We have not been striking at the root."

The following year, the President's Advisory Commission on Narcotic and Drug Abuse was established, setting in motion the long, at times uncertain, but inevitable reorganization of federal drug abuse prevention and control. Meanwhile, public attention was turned to a window on the world of the Mafia. Testifying before the Senate Subcommittee on Organized Crime and Narcotics, Joseph Valachi called it La Cosa Nostra in deference to J. Edgar Hoover, who said there was no such thing as the Mafia. In a rare tribute Valachi reported that the FBN had a reputation of being so perseverant that word had come down to the troops: "No narcotics." Incidentally, in that year the term

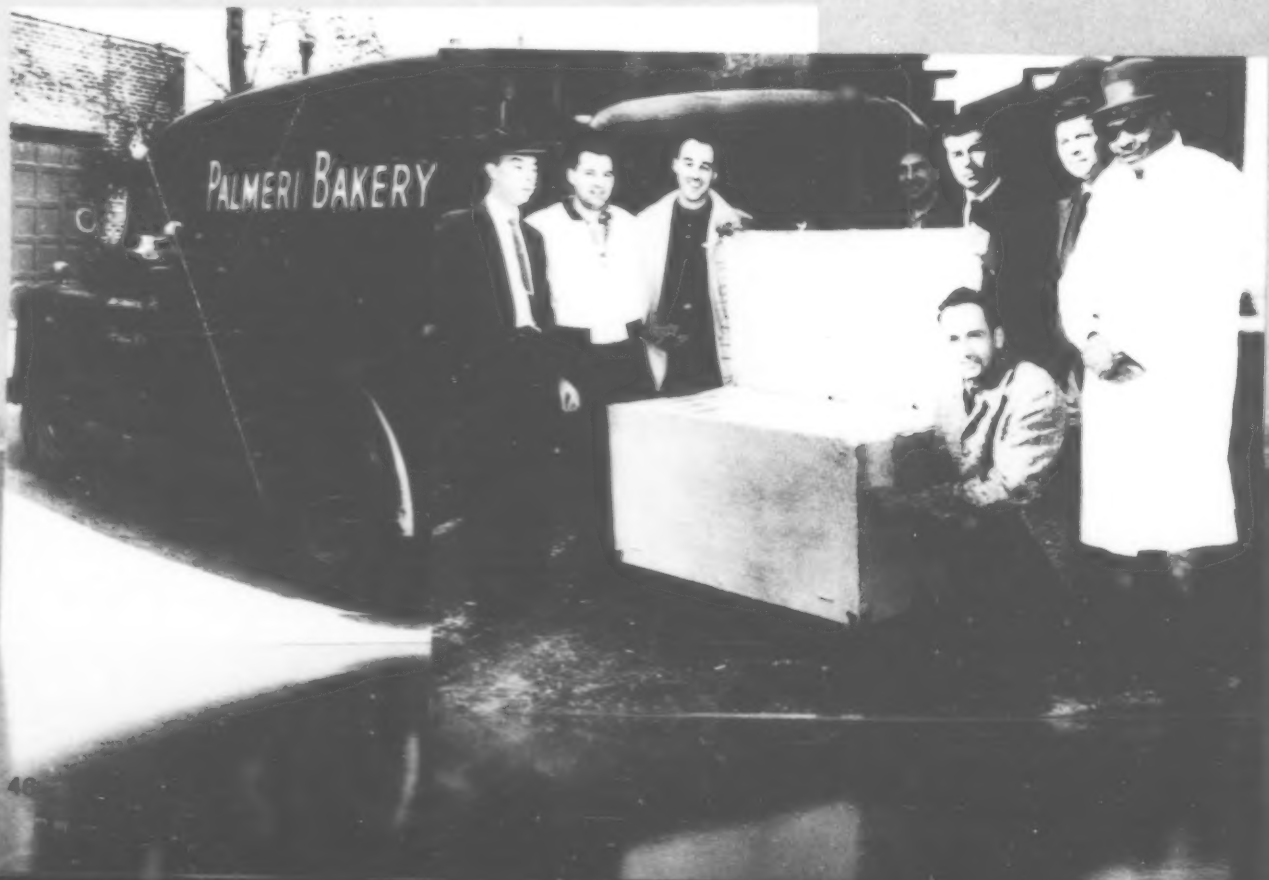


Photo Story

Opposite:

A conspiracy case that developed from this seizure resulted in the arrest of 24 members of one organized crime family in New York City and 20 more in Italy, all friends and family members of the exiled Lucky Luciano.

FBN agents had followed Salvatore Rinaldo from an art gallery, serving as a Mafia front, in Mount Vernon, N. Y., to a pier in Manhattan. There he met Matteo Palmeri. The two took delivery of a trunk, shown surrounded by FBN agents. Concealed in a false bottom of the truck were 10 kilos of heroin.

Below:

Henry Giordano, left, took over as Commissioner of Narcotics after Harry Anslinger retired in 1962. The FDA immediately asked Giordano to take over enforcement of amphetamines and barbiturates. He did not want to assume the responsibility, but he did agree to train FDA inspectors.

Color credentials like the one shown here were first issued in 1963.

The news clipping, right, contains a photograph of Mauricio Rosal, Guatemalan Ambassador to Belgium and the Netherlands. After the FBN received information connecting Rosal with a French trafficker named Etienne Tarditi in Paris, both men were followed, on separate routes, to a rendezvous in New York City. Together, FBN agents and the French police seized about 220 pounds of heroin. The investigation showed that Rosal, using diplomatic immunity, with the help of Tarditi, was bringing into the country between 100 and 200 kilos of heroin a month. In 1964 the FBN arrested diplomats from Mexico and Uruguay.



Envoy Held In Record Heroin Raid

Latin Ambassador
Among 4 Arrested;
\$4 Million in Dope

NEW YORK, Jan. 31 (AP)—The Guatemalan Ambassador in Belgium and the Netherlands were arrested today on charges of smuggling \$4 million worth of heroin into the United States.



Mauricio Rosal, Guatemalan Ambassador, was among four persons arrested today in New York City.

The raid, which took place at the apartment of Rosal, resulted in the seizure of 220 pounds of heroin, the largest amount of the drug ever seized in this country.

The Guatemalan Ambassador, Mauricio Rosal, was arrested today along with three other persons in a raid on his apartment in New York City.

The raid was part of a long-running investigation by the Federal Bureau of Investigation into the activities of the Guatemalan Ambassador in Belgium and the Netherlands.

The investigation was prompted by information received from a source in the Guatemalan Embassy in New York City that the Ambassador was acting as a courier for the Guatemalan government in the smuggling of heroin into the United States.



The Early Years

informant was introduced, in place of *special employee*, after one suffered a fatal accident and a court ruled that the widow was entitled to compensation for the rest of her life.

"The abuse of drugs has aroused two extreme attitudes—the punitive and the permissive," observed the President's Advisory Commission in the introduction to its final report, submitted November 1, 1963. The Commission did not accept one to the exclusion of the other. The illegal traffic in drugs, it said, should be attacked with the full power of the Federal Government; the individual user should be rehabilitated,

even if against his will. Calling the Bureau "an anomaly" in the Treasury Department since it had no revenue-collecting duties that were more than "a guise for law enforcement and regulation," the Commission recommended that its enforcement functions be transferred to the Department of Justice. To regulate the licit distribution of narcotic and dangerous drugs and determine their safety, it recommended that a new unit be established within the Department of Health, Education, and Welfare. It also called for a substantial increase in the number of narcotics agents. At the time there were 297 enforcement per-

sonnel assigned to the Bureau. Fourteen of them by this time were stationed in foreign countries—Italy, France, Turkey, Lebanon, Thailand, Malaysia, Hong Kong, and Mexico. "It is difficult to see," the Commission concluded, "how the Bureau of Narcotics can adequately staff its offices in 41 American cities with only 283 agents." Three weeks after the report was presented, the President was fatally shot in Dallas, Texas, by Lee Harvey Oswald.

In 1964 the Bureau's small force of overseas agents was instrumental in the seizure of more than six million metric tons of opium or its equivalent in alkaloids—enough, it was estimated, to supply every known addict in the United States for at least half a year. There were big seizures at home, too. An FBN agent stationed in Marseille alerted the Bureau to a narcotics transaction in Columbus, Georgia, where



Photo Story

Opposite:

District Supervisor Charles G. Ward inspects a heroin lab seized in Chicago, Ill. The owner had recruited an FBN undercover agent to assist him in setting it up.

The man with the hat in the foreground, a Mexican federal agent, questions a defendant following the seizure of 2.4 million amphetamine tablets in Tijuana, Mexico. The forerunner of the Bureau of Drug Abuse Control was a small squad called the Central Investigative Group, consisting of ten volunteer FDA Inspectors, who bought amphetamines and barbiturates all over the United States. Before they could prosecute traffickers they had to prove that the drugs were sold in interstate commerce. Since they had no weapons or arrest powers, they also had to have a U.S. Marshal waiting in the wings.

The Narcotic Addict Rehabilitation Act of 1966 provided for civil or criminal commitment of addicts, rehabilitation, and post-hospitalization. But it didn't provide a welcome mat for addicts at this club in Denver, Colo.

Below:

Here is the case from which the motion picture "The French Connection" was adapted. When Pasquale Fuca and six members of an international drug ring were apprehended at his home in New York City, FBN agents seized numerous weapons and 24 pounds of 86 percent heroin. But the main cache, as depicted in the film, was 33 kilos of heroin concealed in an automobile aboard the S. S. United States.



best copy available

The Early Years

95 kilos of heroin were seized in 1965. The investigation led to the arrest of a warrant officer and a major in the U.S. Army, two French nationals, and two Mafia members residing in Miami. All were convicted in federal court and received long prison terms. Another FBN agent, undercover and on foot in the mountains of Mexico, led the Mexican Federal Judicial Police to 3.5 tons of marihuana, the largest seizure then on record.

The mid-1960's witnessed the crest of a wave of unrest. Cities overflowed into suburbs, and schools overflowed into the streets, where the flower children grew and the greening of America left a mold of drugs and crime. It was partly a matter of sheer numbers. As the post-war "baby boom" arrived, few knew what to make of its consequences. There was also a boom in

the number of drugs. A Pandora's Box of mixed blessings had been opened by the pharmaceutical industry: stimulants, depressants, hallucinogens, and any number of pacifiers promising a chemical solution to life. Narcotic addiction was rumored to be endemic among our troops in Vietnam, and at home drugs were exchanged by the young like potent watchwords of protest. "Alienation" became a vogue word to explain the yawning of the "generation gap." While children eyed their parents with increasing distrust, the parents looked to their government, demanding an instant solution to "the drug problem."

As of July 1, 1965, there were 3,998 drug law violators in federal institutions, comprising 17.9 percent of all persons confined, serving an average sentence of seven

years four months. President Lyndon B. Johnson established the Commission on Law Enforcement and Administration of Justice in response to the outbreak of lawlessness in the land. And Congress that year enacted amendments to the Food, Drug, and Cosmetic Act, greatly extending federal controls over the manufacture, distribution, and sale of the so-called dangerous drugs. The Food and Drug Administration had until now been obliged to use the complex misbranding provisions of the act to reach illegal distributors. Adopting the recommendation of President Kennedy's Advisory Commission, the Food and Drug Amendments created within FDA a brand new federal enforcement unit, the Bureau of Drug Abuse Control (BDAC).

BDAC, under the direction of John Finlator, came into existence



Photo Story

On February 1, 1966, Congress passed the Drug Abuse Control Amendments, creating the first federal law enforcement agency in thirty years. The Bureau of Drug Abuse Control (BDAC) began with a hundred agents recruited from the ranks of federal, state, and local law enforcement agencies as well as from the mother agency, the Food and Drug Administration.

John Finlator, left, was named to head the new organization. The BDAC badge was one of the largest ever made for federal officers.

The 1960's was a decade of mounting disrespect for the law, expressed in civil disobedience, riots, and a flood of three-letter words.

LSD, DET, DOM, DMT, PCP, THC — there was even an unfounded rumor of experimentation with a motor additive, STP.

A hundred thousand hippies rallied in the nation's drug capital, the Haight-Ashbury district of San Francisco.

FBN agents arrested drug cult leader Timothy Leary and the "acid king," Augustus Owsley Stanley.



The Early Years

on February 1, 1966, with a hundred agents, equipped with college degrees as well as arrest, search, and firearms authority to carry out the new law. Congress passed the Narcotic Addict Rehabilitation Act (NARA), giving young offenders without serious records the option of civil commitment—treatment and rehabilitation in place of a prison term. The new law reflected deep fears of drug-related crime and high hopes for the alleged miracles of methadone maintenance. That year LSD broke into the news. BDAC agents in Los Angeles seized 3,000,000 dosage units of LSD, worth about a million and a half dollars.

In February 1967 the President's Commission on Law Enforcement and Administration issued its general report, expressing the view that the Bureau's force of three hundred agents was insufficient

and should be materially increased. The report was critical of civil commitment, and it recommended that discretionary powers should be restored to the courts to enable them to deal more flexibly with drug violators. A hundred thousand Hippies spent the long hot summer in the Haight-Ashbury district of San Francisco. BDAC agents seized more than a million dosage units of hallucinogenic drugs, most of it LSD. They also seized fifty pounds of pure metamphetamine in a New York City warehouse.

On February 7, 1968, President Johnson sent a message to Congress, saying, "This administration and this congress have the will and the determination to stop the illicit traffic in drugs. But we need more than the will and the determination. We need a modern and efficient instrument to transform our plans into action." The President's pro-

posal, known as Reorganization Plan No. 1, called for the abolishment of both the Bureau of Narcotics and BDAC and their reinstatement within the Department of Justice. Neither the House nor the Senate blocked the reorganization and it was implemented on April 7, 1968, bringing into existence the Bureau of Narcotics and Dangerous Drugs (BNDD). The name of the organization was not actually changed, it was simply lengthened to establish the new breadth of its jurisdiction. Henry Giordano and John Finlator, as associate directors, each brought with them a force of about three hundred agents. Before the new bureau could be modern or efficient, there were rifts to close and wounds to heal. There were also entirely new fields of battle. Brown heroin of Mexican origin had already been reported. It was the year of the hal-



Photo Story

Opposite:

Mexican marihuana began to flood across the border states in the 1960's. In 1962 FBN agents seized 850 kilos of cannabis. Working with the Mexican Federal Judicial Police, they took part in the seizure of half a ton of marihuana — then a notable case in a foreign country. Three years later, in 1965, they seized a ton of marihuana in one case, and 3.5 tons in another, from Mexican traffickers. In 1966 the FBN alerted the nation to a dangerous rise in the use of marihuana among young people in colleges and middle-class suburbs. The seizure shown here, in 1968, amounted to 500 pounds. Within a scant five years, it would be considered a run-of-the-mill case.

Below:

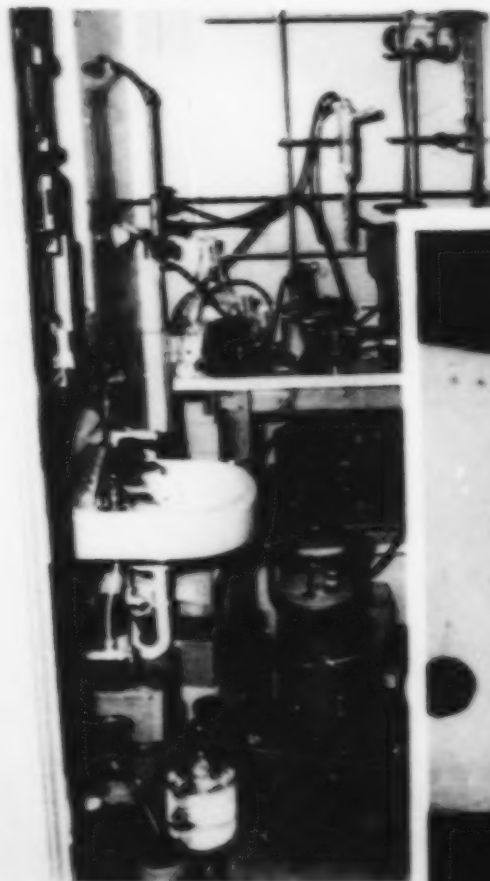
As in the days of Prohibition, BDAC agents found clandestine operations in bathtubs and backwoods, but they were working labs, not stills. LSD was first brought in from Israel and encountered in California. In Los Angeles the agents seized 300,000 dosage units of LSD worth \$1.5 million. Counterfeit amphetamine tablets — 480,000 produced daily — were confiscated in a lab raid in Atlanta.

The lab at the left was located in the kitchen and bathroom of a home in New York City. A raid on the lab led to the seizure by BDAC agents of 50 pounds of pure methamphetamine powder in a nearby warehouse.

The mobile lab at the right, which was

built into a milk truck, was producing hallucinogens when seized in Denver.

In the two years of its existence, BDAC seized 43 clandestine labs, closed about 300 criminal cases, and made more than 1,300 arrests.



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lucinogenic explosion, producing an alphabet soup of strange acronyms, the significance of which could not yet be known: DET, DMT, DOM (also known as STP), MDA, and PCP. It was also an election year, and the pulse of the public beat faster to a call for law and order.

John E. Ingersoll, a former police chief of Charlotte, North Carolina, was appointed Director of the Bureau of Narcotics and Dangerous Drugs on August 1, 1968. Agent recruitment accelerated, giving a priority to officers of the Armed Forces as they emerged from military service. Mr. Ingersoll first was looking for loyalty—second for a new professionalism. Introducing the "systems concept," the Bureau raised its sights to target on the loose, elusive narcotics conglomerates that dominated the drug world, while reorganizing field operations into their present regional structure. It soon became apparent that professionalism, in the view of the Bureau's soft-spoken but tenacious director, meant integrity, trust, and teamwork. Within five weeks of

taking office Mr. Ingersoll was on his way to Europe. French authorities for the moment were loath to acknowledge that there were any heroin laboratories left in Marseille, and the head of a new government in Turkey told him that no offer of U.S. aid to ban the poppy crop had yet been brought to his attention. Narcotic addiction was still recognized in Europe as "an American problem."

On July 14, 1969, President Richard M. Nixon sent a special message to Congress, saying, "Within the last decade the abuse of drugs has grown from essentially a local police problem into a serious threat to the personal health and safety of millions of Americans." The number of ad-

dicts, he said, was now estimated in the hundreds of thousands, and half of those now being arrested on drug charges were under 21 years of age. Citing drugs as a primary cause of an enormous increase in street crime, he called for a fundamental revision of both federal and state legislation to control "this rising sickness in our land." Next day, the Attorney General forwarded proposed legislation that would make a clean sweep of all previously existing statutes.

After fifteen months of deliberation, Congress passed the Comprehensive Drug Abuse Prevention and Control Act on October 27, 1970. Replacing more than fifty pieces of drug legislation patched together in as many years, the new law

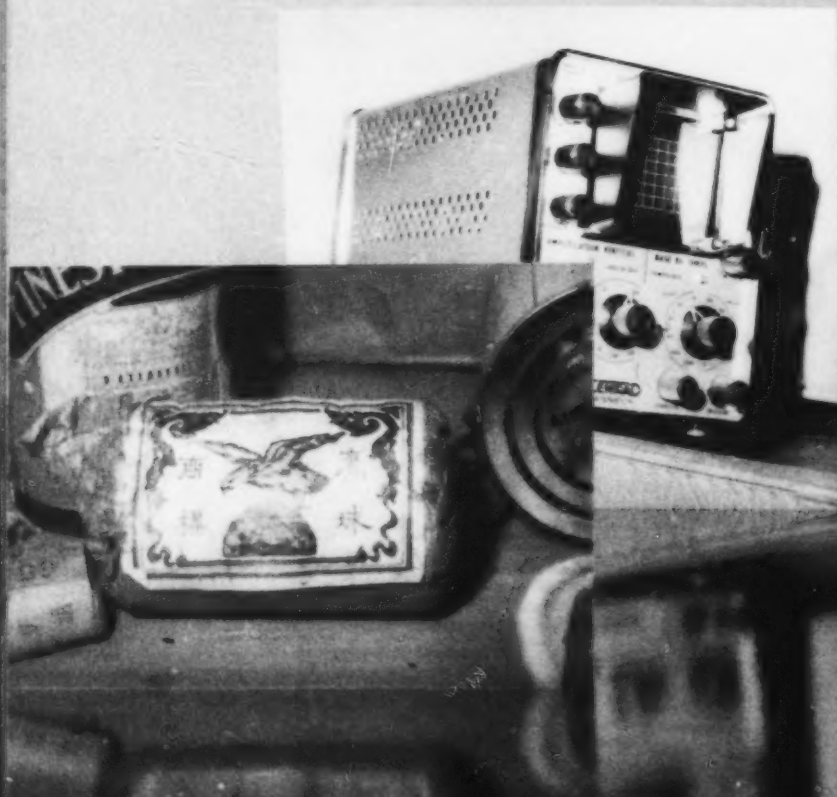


Photo Story

Opposite:

The "Eagle-Earth" brand of opium, also known as "555," came from Iran by way of China, and was seized in the Southwest.

The oscilloscope was one of a number that artfully concealed six kilos of heroin, shipped in boxes by air freight from Paris to New York City. FBN agents made the seizure in cooperation with the French Police.

John E. Ingersoll, whose photograph appears at the right, was appointed Director of the Bureau of Narcotics and Dangerous Drugs (BNDD) in August 1968.

Before the formation of BNDD, it was reported, President Johnson asked J. Edgar Hoover to take over the fight against drugs. Drew Pearson and Jack Anderson wrote an article that contained this comment: "It was a headache that Hoover neither requested or wanted. It

was also unlikely he could improve the FBN, whose 300 agents have the highest conviction rate of all federal lawmen.

They are chiefly responsible for exposing the Mafia or Cosa Nostra and most of its chieftains who have wound up in prisons were put there by the FBN."

Below:

The BNDD agent is the man with his coat on, assisting in the seizure of 121 pounds of morphine base and six pounds of pure heroin in Bangkok. Concealed in a cargo of shaving boards, the shipment was bound for Hong Kong.

The ski-poles on display were seized by BNDD agents in New York City. French violators shipped two hundred of them, containing 10 kilos of heroin.



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strengthened support for treatment, rehabilitation, and education as well as for regulation and enforcement. Title II, the enforcement provisions, otherwise cited as the Controlled Substances Act (CSA), was built on entirely new constitutional grounds. Instead of the makeshift tax base, it now rested on the authority of the Congress to regulate interstate commerce, the scope of which had clearly broadened in the intervening years. The establishment of five schedules, classifying controlled substances according to their relative potential for abuse, permitted more sensitive quality control of the licit drug industry and international trade as well as the appropriate application of criminal penalties. Although mandatory minimum sentences were now set aside, the law provided for a num-

ber of "stronger and better tools" requested by the President, including denial and revocation of registration, administrative inspection warrants, civil punishments for regulatory violations, extraterritorial jurisdiction, broad subpoena powers and—most hotly debated of all—"no-knock" search warrants to break and enter under certain conditions. In response to the President's call for "a more coordinated effort," a companion piece of legislation, the Uniform Controlled Substances Act, was made ready to synchronize state drug laws.

Meanwhile, a vacuum of knowledge, as the President called it, was "filled by rumors and rash judgments." It was known that in New York City, the one metropolitan area where consistent statistics were kept on addiction, more peo-

ple between the ages of 15 and 35 were dying from narcotics than from any other single cause. Fewer than two hundred narcotic deaths had been recorded in 1960; more than a thousand were recorded in 1970. Until now the Bureau had been keeping a name file of known narcotic addicts, compiled by voluntary reports from state and local agencies. By mid-1970 the reported addict population stood at 68,864, according to the register—the publication of which was discontinued. Instead of keeping a name file, the Bureau tried to estimate the total number of addicts in the United States, using statistical techniques similar to those already used by the Fish and Wildlife Service. According to the new "fish-in-a-pond" methodology, the following year there were 400,912 addicts in the



Photo Story

Opposite:

A U. S. Army sergeant attached to NATO in Brussels, Belgium, was offered \$96,000 to smuggle 240 pounds of heroin into the United States. He contacted a BNDD agent. Undercover, in the uniform of a sergeant, the agent offered his services to the traffickers, telling them he was an aide to a four-star general who made regular flights back to Washington. After a few dry runs, the traffickers entrusted him with 250 half-pound bags of heroin. Five men were arrested in New York City.

Below:

BNDD decided that the most effective way to prevent illicit drugs from coming into the country was to work as closely as possible with the local police at the source. A hundred and twenty-three more agents were soon sent overseas.

The photographs at the left show an example of cooperation with the Thai police. In 1972 a Thai Task Force conducted raids in five villages.

Seized in one village alone were 4,818 pounds of raw opium, 467 pounds of morphine, 777 pounds of prepared smoking opium, and 15 pounds of pure heroin.

The *Caprise Des Temps* and some of its contraband cargo may be seen in the photographs at the right. International cooperation with the French led to the seizure of 439 kilos of pure heroin in 20 laundry bags, 3 sea bags, and a plastic shopping bag beneath a false bottom in the hold. The 65-foot vessel was in the Mediterranean, bound for the Florida coast. When the French fired across her bow, the Captain jumped into the water, and later turned up in a hospital suffering from severe exposure. He survived to stand trial.



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country, most of them unknown. The abrupt shift in the spectrum did nothing to quell rumors and rash judgments at the height of the heroin epidemic, but it did conform, as closely as possible, to the Director's insistence on fidelity to fact.

On June 17, 1971, the President sent a second special message to Congress, saying the drug problem had assumed the dimensions of a national emergency "afflicting both the body and soul of America." Having taken steps to resolve the supply side of the equation under the Controlled Substance Act, he now addressed the problem of demand. Previous efforts, he said, had been fragmented by competing priorities, lack of communication, multiple authority, and limited resources. To mount a full-scale attack on drug abuse in America, he issued the same day an executive

order, establishing within the Executive Office a Special Action Office for Drug Abuse Prevention (SAODAP) to oversee all facets of treatment, rehabilitation, education and research for the next three years. Dr. Robert L. DuPont, SAODAP's director, said the strategy was to make health care for addicts "so available that no one could say he committed a crime because he couldn't get treatment."

Beyond the horizon, there was immense progress. In 1971 the Convention on Psychotropic Substances provided the first international commitment to control stimulant, depressant, and hallucinogenic substances. The U.N. Fund for Drug Abuse Control (UNFDAC) was founded to create crop substitution and rehabilitation programs in cooperation with countries at the sources of supply. Mexico with U.S. aid deployed 10,000 troops to carry out an unprecedented poppy eradication campaign. Most important, France entered into formal agreements with the United States to sever the so-called "French Connection," and

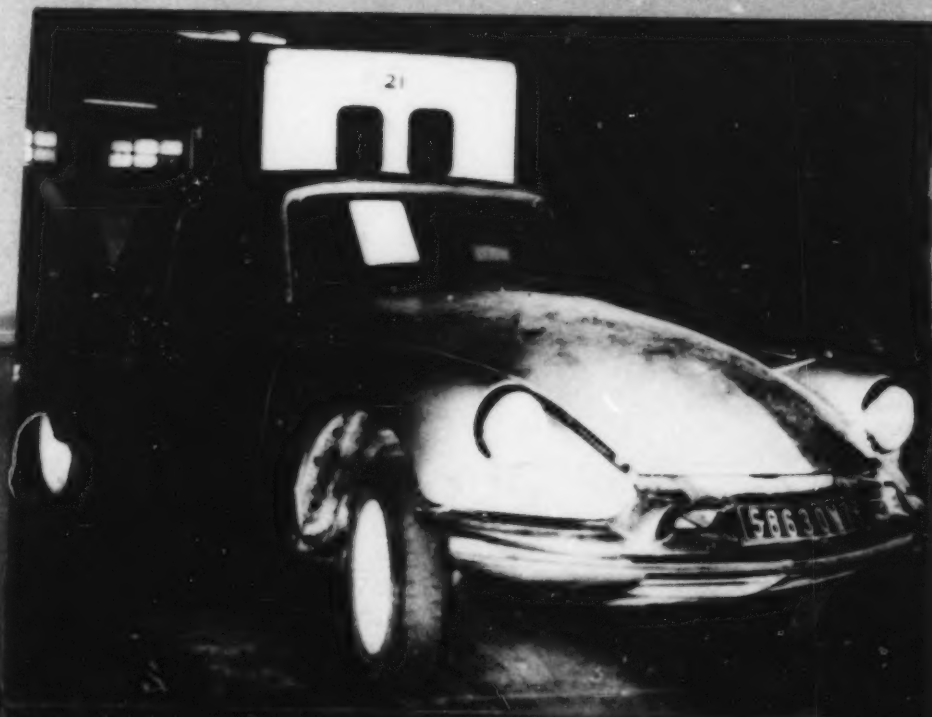


Photo Story

In the 1960's the so-called French Connection was supplying about 90 percent of all heroin being used by American addicts. Although there was a ready supply of opium in Mexico and Asia, no major manufacturing outlets for the production of heroin so far existed outside of Europe.

The French Riviera was alive with dope dealers, using every imaginable method of smuggling.

A 1962 Citroen, shown at the left, held 246 pounds of heroin when seized aboard a French ocean liner by BNDD agents and U. S. Customs officials, working in cooperation with French authorities.

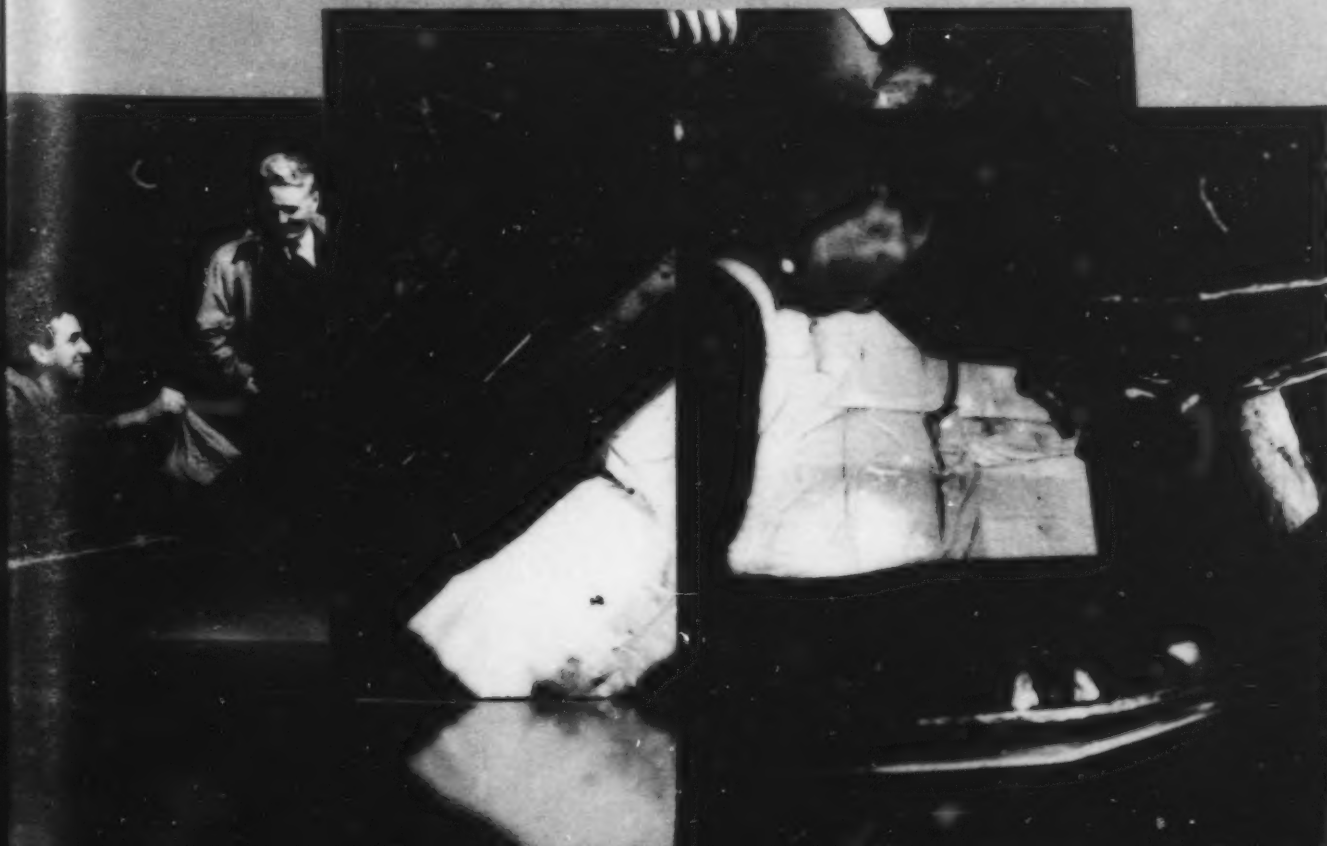
Defendants were arrested on both sides of the Atlantic.

Another U. S.-bound Citroen was off-loaded at Cadiz, Spain, after two Frenchmen received a cryptic cable from Mexico with the message "Son is ill." BNDD agents accompanied their French colleagues as they followed the car on its way back to France before making the arrests. Concealed in hidden compartments of the car were 249 pounds of heroin.

BNDD arrested a number of Air France crewmembers smuggling heroin, in 20-to-40 kilo lots, to members of La Cosa Nostra in New York City.

In April 1971 Customs officials detected 96 pounds of heroin in a Volkswagen camper offloaded at Newark, N. J. In one week of June, BNDD and Customs together seized more than 600 pounds of heroin.

Cooperative international investigations between 1971 and 1973 resulted in the largest heroin seizures in history. The roundup of traffickers struck a blow at the French Connection from which it has yet to recover.



The Early Years

Turkey pledged to prohibit poppy production entirely in the coming year. To coordinate the U.S. effort overseas, the President established the Cabinet Committee on International Narcotics Control (CCINC).

Since its inception BNDD had gone through a period of gigantic growth. The budget had jumped from \$14.5 million (FY 1968) to \$64.3 million (FY 1972). On February 18, 1972, the Bureau had 1,361 special agents, 86 of them overseas. As compared with reports of the preceding year, the Bureau's domestic arrests had roughly doubled (from 1771 to 3512), and foreign cooperative arrests had also doubled (from 188 to 394). Seizures of heroin or its equivalents had risen from 1,593 pounds to 3,784 pounds, while dangerous drug seiz-

ures in one year had jumped from 9 million to 207 million dosage units. The Bureau had by now established regulatory control over more than a half million registrants, licensed to distribute licit drugs. It had six of the most complete forensic laboratories in the world. Working more closely than ever before with state and local authorities, it was assisting in the creation of Metropolitan Enforcement Groups (MEGS). The first Joint Task Force was in operation in New York City. It was also participating in Organized Crime Strike Forces, created by the Department of Justice in 17 metropolitan areas. As the quantity of achievements multiplied, the commitment was kept to improve quality. The Bureau's new National Training Institute now set new



Photo Story

Opposite:

"It appeared as if they had put the heroin in and then built the car around it," said one of the forty agents who worked on the famous Jaguar Case.

A BNDD informant, recruited by French traffickers, took \$10,000 to England, purchased a particular model and color of Jaguar, and delivered it in Paris as instructed.

He was later told to drive the car to Southhampton, England, for shipment to the United States. En route from Paris the French police set up a checkpoint, where the car was weighed, confirming that it was "loaded."

But where was the load?

The vehicle arrived at the Port of New York aboard the *Queen Elizabeth II* and was routinely cleared by Customs. The informant delivered it into the hands of BNDD and Customs agents.

In the opinion of two Jaguar engineers who had crossed the Atlantic as technical advisers, there were no traps in the car. But wherever holes were drilled, white powder spilled out — 200 pounds of pure heroin.

It took seven hours to take it apart and put it back together, complete with dummy packages, for the delivery and arrests that followed. Five persons were arrested, including the ringleader in France.

Below:

BNDD agents may be seen with members of the San Antonio Police Department. Before them is 90 pounds of heroin, seized from the luggage of a prominent Mexican trafficker and his mistress, a former Mexicana Airlines stewardess. The two defendants agreed to cooperate and retraced their steps through Mexico, Spain, Monaco, Italy, France, and Germany. Their source of supply was in East Berlin. They had moved more than a ton of heroin into the United States.



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standards of professionalism not only for its own agent force but for increasing numbers of law enforcement officers at home and abroad.

Although BNDD was steadily growing stronger, its ultimate objective of controlling the sources of supply was challenged by those who demanded the Government do more to attack crime in the streets. In January 1972 the President signed another executive order creating the Office of Drug Abuse Law Enforcement (ODALE). Commissioner of Customs Myles J. Ambrose was transferred to the Department of Justice as a Special Assistant Attorney General with the additional title of Special Consul-

tant to the President for Drug Abuse Law Enforcement. ODALE, under his direction, soon established nine regional offices of its own to thwart street pushers through special grand juries and to pool intelligence for federal, state, and local law enforcement agencies. But as each new agency entered the fray, there was further fragmentation by multiple authority, competing priorities, and lack of communication. In response to the need to coordinate the collection, analysis, and dissemination of drug intelligence, the President created another independent unit in the Justice Department under the direction of a former FBI chief, William C. Sulli-

van. The Office of National Narcotics Intelligence (ONNI), in the absence of any data base of its own, found itself left in the dark. The Strategy Council, established by the Drug Abuse Office and Treatment Act of 1972, announced, "Availability is the one factor over which society can exert the most direct control."

In the waning light of the Watergate Era, the President turned to Roy Ash, who had already been named director of the Office of Management and Budget for his second term of office. Mr. Ash set up a four-man task force to prepare options for the President in the reunification of federal drug law en-

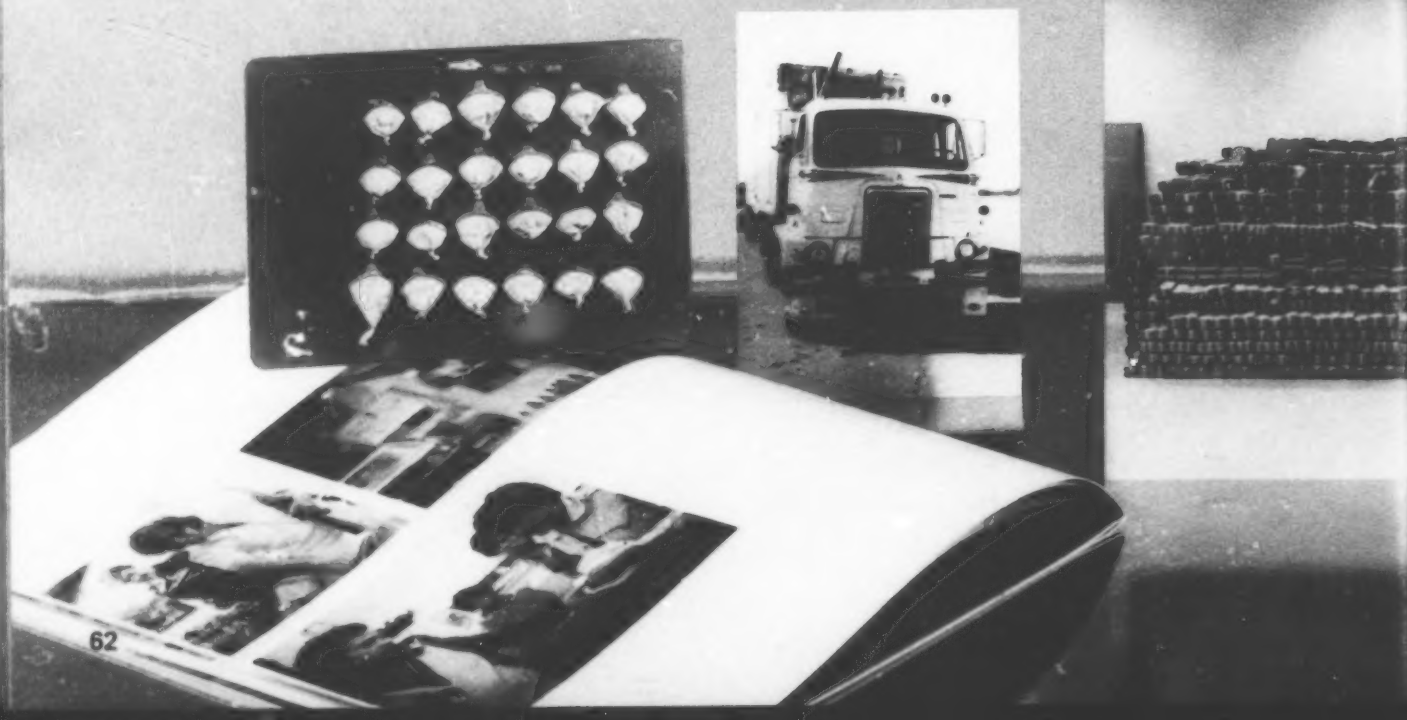


Photo Story

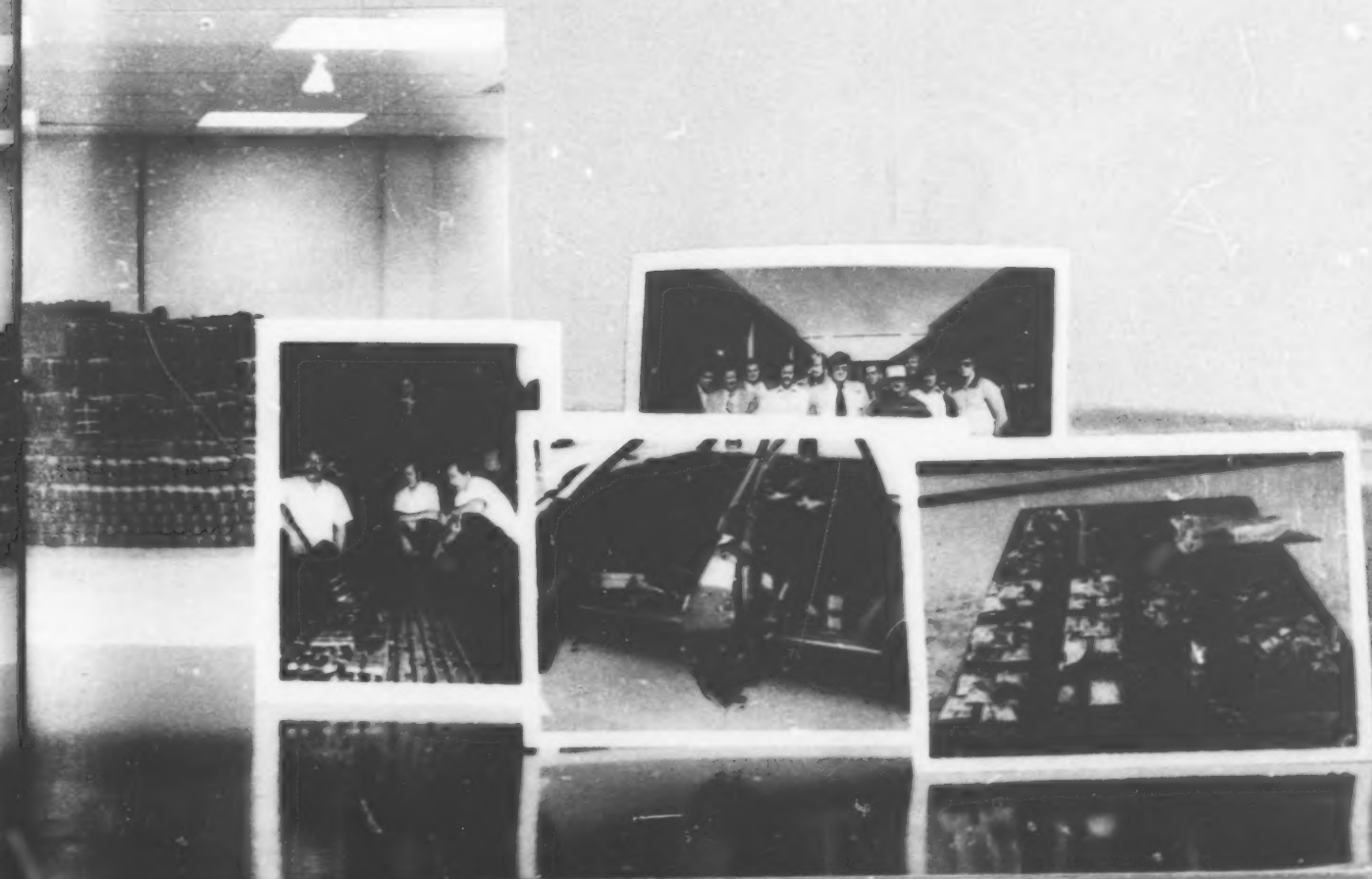
The rapid growth of BNDD as a world-wide organization resulted in the seizure of 1,300 pounds of heroin in 1971 — more than twice the amount of the preceding year. Cocaine seizures doubled. Marihuana and hashish seizures tripled. And seizures of dangerous drugs jumped from about 9 million to 206 million dosage units.

Operation Intercept, a joint interdiction effort along the Mexican border, netted 493 defendants. As attention was turned to the interior of Mexico, the name of the federal effort was changed to Operation Cooperation. BNDD assisted the Mexican Federal Judicial Police in the arrest of 2,300 defendants — 332 of them non-Mexican. Tons of marihuana and opium poppies were methodically sighted, seized, and destroyed. Still, much of the crop slipped past the border.

The refrigerated truck on the opposite page, for example, carried 3,000 pounds of marihuana, which may be seen on display beside it. The load was covered with

rotting ferns and shrimp to conceal its odor as well as its appearance. It was a record at the time. But records, one after the other, were broken as the size of such trans-border shipments rose.

While the French Connection was systematically dismantled, the Mexican Connection was becoming increasingly well entrenched. "Mexican mud" was often concealed in secret compartments of cars like the one involved in the seizure shown at the right. This seizure was made from the organization of the infamous Fred Carrasco, a fugitive from U.S. and Mexican justice, who was alleged to have killed more than 50 men. San Antonio police, Texas Rangers, and BNDD agents finally put him behind bars, but he died in an ill-fated prison break that caused the death of two women hostages. "The hero was no more," it was written in a terrible epitaph. "He died in disgrace behind the skirts of women."



The Early Years

forcement. The task force went to work in January 1973, and in less than a month presented three options to the President: (1) Put drug enforcement back in the Treasury Department where it had been until 1968; (2) put it in the FBI where the director, J. Edgar Hoover, had long been adamantly opposed to such a proposal; (3) put it, all together, in a new institution under the authority of the Justice Department. The President made the decision—there was no going back. On March 28, 1973, he submitted to Congress Reorganization Plan No. 2, saying, "This administration has declared an all-out global war on the drug menace." He urged the consolidation of all anti-drug forces "under a single unified command."

Although the metaphors were military, there was at least a suggestion that the end was not victory but vigilance, and that the new organization was here to stay. It was named the Drug Enforcement Administration (DEA).

Federal drug law enforcement is founded on a record of achievement as old and honorable, as colorful and proud, as any in the annals of American criminal justice. The achievement is the effort. The rest is for history to decide. In retrospect, it thrived on difficulty, and there were more trials and tribulations ahead. BNDD, ODALE, ONNI, and a large contingent from Customs would be unified to form an agent force two thousand strong. Bearing the brunt of the reorganiza-

tion would be John R. Bartels, Jr., DEA's first Administrator; and, in a time of troubles, Henry S. Dugin would be called upon to serve as Acting Administrator; until the unification was completed under the direction of Peter B. Bensinger, the present Administrator. This short chronicle pays tribute to the efforts of all that have been named, and many more throughout the years from which was forged the will to carry out this task. On July 1, 1973, the Drug Enforcement Administration arose phoenix-like from the ashes. In the voice of one of our great allies in the darkest days of World War II: "Now this is not the end. It is not even the beginning of the end. But it is, perhaps, the end of the beginning."



Photo Story

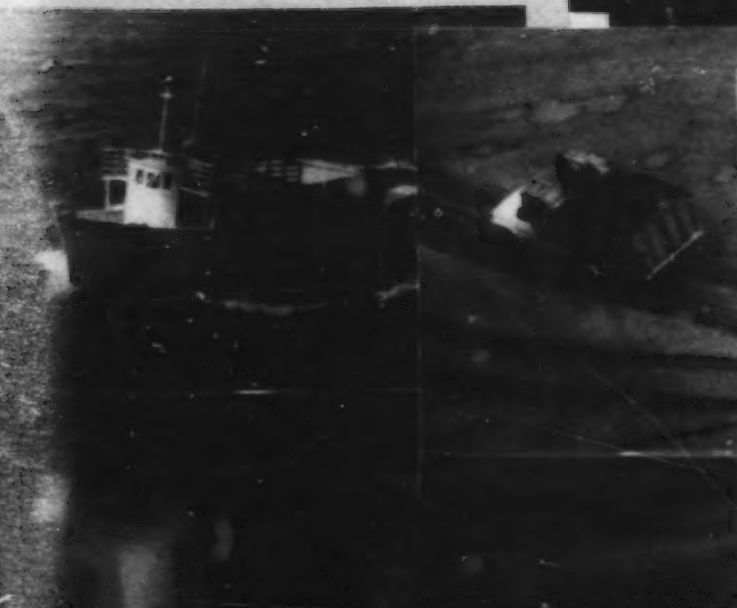
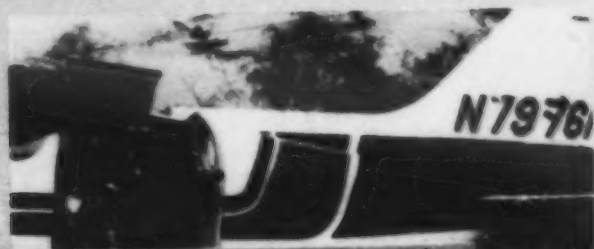
John R. Bartels, Jr., left, as Deputy Director of the Office for Drug Abuse Law Enforcement (ODALE) was one of the architects of the coming reorganization. He was to become the first Administrator of the new Drug Enforcement Administration.

Meanwhile, in its final hour, BNDD closed a number of epoch-making cases. Auguste Joseph Ricord, kingpin of the French-Latin American connection, is shown under escort in New York City after being airlifted out of Paraguay in 1973. A former Gestapo agent, under sentence of death in France, Ricord was the head of the "trafficanes," a South American gang that smuggled tons of heroin into the United States. In sentencing him to 20 years in prison, a federal judge told him: "The end product in suffering and mortality you wrought would probably equal the recent figures for the Vietnam war casualties."

BNDD brought about the arrest and deportation from Switzerland of fugitive Timothy Leary, whose bail upon his return to his homeland was set at \$5 million.

Louis Cirillo, the self-styled bagel baker, who imported 1,500 pounds of heroin from Marseille over a two-year period, was sentenced to 25 years in prison.

The French Connection was severed by 1973. However, there was little cause or time for celebration. A joint international effort was needed to contain a rising tide of narcotics from Mexico. South America was producing untold quantities of cocaine. Colombian traffickers threatened the nation with a beachhead in South Florida. And, beyond the horizon, lay a new heartland of heroin in Asia. These and other problems faced the Drug Enforcement Administration, whose creation in July 1973 marks the threshold of the modern era of federal drug law enforcement. But that's another story.





**In Memory
of Those Who Have Died
In The Service Of
Federal Drug Law Enforcement**

Stafford E. Beckett
Charles A. Wood
Bureau of Internal Revenue
March 22, 1921
El Paso, Texas

Joseph W. Floyd
Bureau of Internal Revenue
May 17, 1922
Houston, Texas

Bert S. Gregory
Bureau of Internal Revenue
October 25, 1922
Kansas City, Missouri

James T. Williams
Bureau of Internal Revenue
October 16, 1924
Chicago, Illinois

Louis L. Marks
Bureau of Internal Revenue
October 24, 1924
Monroe, Georgia

James E. Brown
Bureau of Prohibition
June 7, 1928
Isleton, California

John W. Crozier
Bureau of Narcotics
November 16, 1934
Savannah, Georgia

Spencer Stafford
Bureau of Narcotics
February 7, 1935
Post, Texas

Andrew P. Sanderson
Bureau of Narcotics
September 23, 1944
 Lordsburg, New Mexico

Anker M. Bangs
Bureau of Narcotics
September 24, 1950
St. Paul, Minnesota

Wilson M. Shee
Bureau of Narcotics
December 12, 1957
San Francisco, California

Mansel Burrell
Bureau of Narcotics
December 19, 1967
Gary, Indiana

Hector Jordan
Bureau of Narcotics and
Dangerous Drugs
October 14, 1970
Chicago, Illinois

Frank Tummillio
Bureau of Narcotics and
Dangerous Drugs
October 12, 1972
New York, New York

Richard Heath, Jr.
Bureau of Narcotics and
Dangerous Drugs
February 22, 1973
Quito, Ecuador

George F. White
Bureau of Narcotics and
Dangerous Drugs
March 25, 1973
Tucson, Arizona

Emir Benitez
Drug Enforcement Administration
August 9, 1973
Ft. Lauderdale, Florida

Nickolas Fragos
Mary Keehan
Charles Mann
Anna Mounger
Anna Pope
Martha Skeels
Mary Sullivan
Drug Enforcement Administration
August 5, 1974
Miami, Florida

Larry D. Wallace
Drug Enforcement Administration
December 19, 1975
Agana, Guam

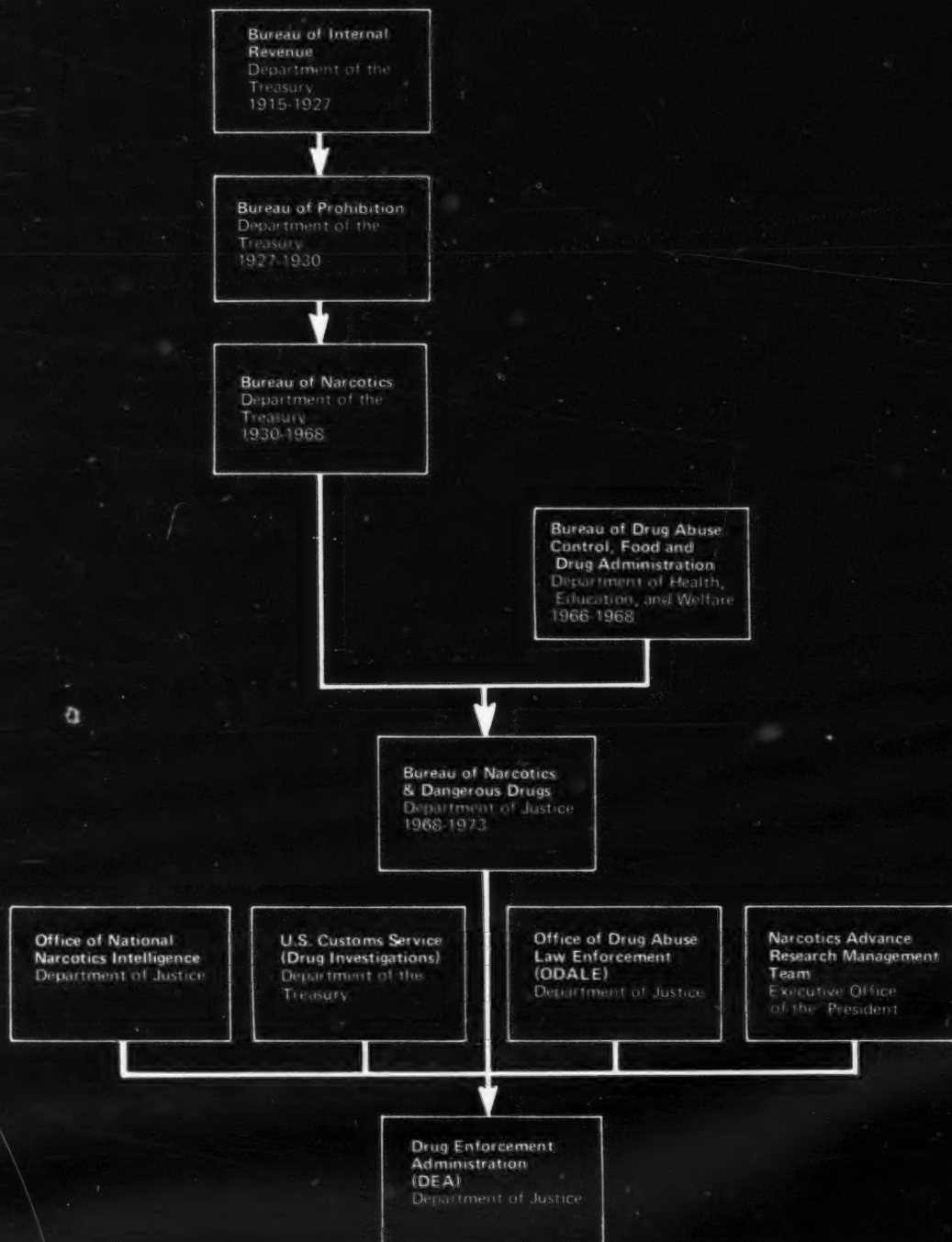
James T. Lunn
Ralph N. Shaw
Drug Enforcement Administration
May 14, 1976
Guerrero, Mexico

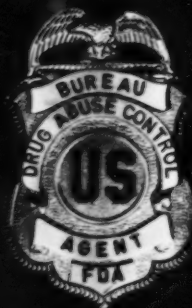
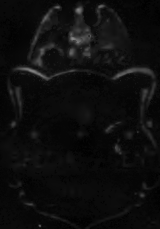
Octavio Gonzalez
Drug Enforcement Administration
December 13, 1976
Bogota, Colombia

Francis J. Miller
Drug Enforcement Administration
March 5, 1977
Englewood, New Jersey

Robert C. Lightfoot
Drug Enforcement Administration
November 23, 1977
Bangkok, Thailand

A Genealogy of DEA's Predecessor Organizations





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